

TOWN OF EMERALD 2010 – 2035 COMPREHENSIVE PLAN

EXECUTIVE SUMMARY



Adopted on March 2, 2011
Emerald Town Board

Prepared by:
St. Croix County Planning & Zoning Department
University of Wisconsin-Extension

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State of Wisconsin
Department of Administration

ACKNOWLEDGEMENTS

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Emerald Cover: Top Photo by Rene' Speer, Bottom Photos by Barbara Nelson.

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INTRODUCTION

The most complete planning legislation in Wisconsin's history was enacted in 1999. The legislation provides communities with the framework to develop a comprehensive town plan as a tool to guide future growth. By January 1, 2010, all communities that make land use decisions, including zoning and subdivision ordinances, needed to base those decisions on an adopted comprehensive plan. The Village of Deer Park County and Emerald Town Board decided to become part of the West Central Wisconsin Collaborative Planning Project led by the West Central Regional Planning Commission (WCWRPC) out of Eau Claire. The WCWRPC along with four counties and 21 local communities applied for and received a comprehensive planning grant to complete local, county and regional plans.

In addition to coordination from the Regional Plan Commission, St. Croix County assisted the town and village in developing this plan. The village and town plan commissions worked to develop their plans for two and a half years. The Deer Park Village Board adopted the Plan on February 7, 2011 and the Emerald Town Board adopted the Plan on March 2, 2011.

PUBLIC PARTICIPATION

Wisconsin's Comprehensive Planning statute recognizes the necessity of effective public participation and requires the adoption of a written public participation plan as stated in Chapter 66.1001(4)(a).

"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

The Town of Emerald and Village of Deer Park adopted written public participation plans as required by statute. Each of the activities described and carried out in the public participation plan is summarized below. St. Croix County created a webpage for Emerald's comprehensive planning project on its website and has posted public participation materials and plan documents to the page through out the project. The webpage links are: www.sccwi.us/emeraldcompplan or www.sccwi.us/deerparkcompplan. A copy of each community's public participation plan is included in the Appendix.

ISSUES & OPPORTUNITIES WORKSHOP

The town and village held a joint issues and opportunities workshop with the other communities in the project, St. Croix County and Town of Richmond, on November 11, 2008 at the Wisconsin Indianhead Technical College in New Richmond to identify issues and opportunities within the town and village. The results were used to supplement the results of the public opinion surveys in creating the vision statements for each community's future. The workshop results are available on each community's webpage.

The top issues identified by the Town of Emerald were: adequate communication services for residents, quality school districts, road maintenance, elderly and public transportation, senior housing and/or assisted living, affordable housing, appropriate business locations, small-at home businesses, promote but regulate agriculture, protect groundwater and surface water quality, prevent water runoff, save historic sites and structures, cooperate and work with county and neighboring towns, retain agriculture, control residential housing growth and protect natural areas for public enjoyment.

The top issues identified by the Village of Deer Park were: provide public water to village residents, future sewer capacity, restrooms at the ball park, crosswalk and speed controls on STH 46, improved senior transportation, more senior housing, lower taxes, fewer mobile homes, encourage small businesses, maintain commercial structures and lots, flood control, more walking paths, expand village park, encourage new residential development, support history club and expand events at the library.

EMERALD PUBLIC OPINION SURVEY

During January and February 2006, the Survey Research Center (SRC) at the University of Wisconsin – River Falls mailed surveys on key land use issues to 382 adults in the Town of Emerald. Two weeks after the initial mailing, postcards were mailed to those from whom a completed questionnaire was not received. Two weeks after the post card, a second questionnaire was sent to remaining non-respondents. The SRC received a total of 246 completed surveys for a 64 percent response rate, which is a very high level of response. Given this response rate and the 2000 Census estimate of 489 adults, the results of the survey are expected to be accurate to within plus or minus 4.4 percent, with 95 percent confidence, which is a very high level for this type of analysis. This means that if all residents had responded to the survey, then 95 out of 100 times the results for each question would be the same, plus or minus 4.4 percentage points. In short, the sample should provide highly accurate statistical results.

Most surveys have to be concerned with “non-response bias.” Non-response bias refers to a situation in which people who don’t return a questionnaire have opinions that are systematically different from the opinions of those who return their surveys. Statisticians generally argue that if the survey response rate is 70 percent, non-response bias is unlikely to be an issue. Given the nearly 65 percent response rate achieved in the Town of Emerald survey, non-response bias is unlikely to be a problem and the results reported should accurately reflect the opinions of the citizens of the town. In addition, the SRC performed the statistical analysis described in the Survey Report’s Appendix A to test for non-response bias and, based on these results, concluded that non-response bias is not a concern for this sample.

A clear theme in the responses to the Town of Emerald Land Use Survey is that respondents want to protect natural resources in the town. Respondents enjoy the rural lifestyle in the Town of Emerald and most agree that some restrictions should be placed on how much land owners should be allowed to develop. Key results are summarized below. The full report of Emerald’s survey results is available on the town’s project webpage, www.sccwi.us/emeraldcompplan.

KEY SURVEY RESULTS

- The small town, rural atmosphere, natural beauty and surroundings, and being near family and friends are the primary reasons people choose to live in the Town of Emerald. Cultural/community events only received one response. The responses to questions throughout the survey suggest that residents are interested in preserving the physical characteristics that drew them to the town in the first place.
- Similar percentages of those in the sample have lived in the town for fewer than 10 years (45 percent) and more than 11 years (55 percent).
- Many respondents (45 percent) define themselves as non-farm residents. The second most common description was a farm land owner (36 percent). Only 3 percent define themselves as renters.
- Respondents expressed particularly strong support for protecting natural resources in the town. All eight resources mentioned in the survey had at least three-fourths of the respondents listing their protection as either very important or important.
- There is a strong and consistent sentiment expressed that landowners should have some restrictions on how much of their land they will be allowed to develop.

- A majority of respondents believe it is either very important or important that the Town of Emerald develop a land use plan that would designate the location of different types of development.
- A majority of respondents support some restrictions on land developments.
- More single family housing is the housing choice most preferred by respondents; more mobile homes, apartments, and condominiums are less desired.
- Over one-third of respondents believe that there should be no more housing development in the town.
- An overwhelming majority (86 percent) of respondents believe that land owners should be able to subdivide their land into housing lots for their children. When no designation is made as to who would live on those lots, only 47 percent believe that land owners should be able to subdivide their land into housing lots.
- Of various development strategies mentioned, (managing population density, managing residential growth, managing industrial growth, and managing commercial growth) the most popular suggestion was for the town to manage commercial growth (72 percent strongly agree or agree).
- Respondents were generally satisfied with the overall road network and road conditions in the town.
- Agricultural-based businesses (agriculture production and agriculture services) were the most strongly favored types of economic-business development respondents wished to encourage. Junk yards were the least desired type of business development.
- Over half of survey respondents believe that land values in the town are increasing at too fast a rate.
- A strong majority (94 percent) are in favor of farm land being used for agricultural use. Twenty-three percent of respondents believe that productive farm land should be allowed to be used for any purpose.
- Respondents overwhelmingly (92 percent) consider the Town of Emerald to be a rural area.
- Ten of the eleven town services mentioned had a majority of respondents rating the quality of services as either very good or good.
- Direct mailing and newsletters were the top two choices for the most effective ways the town can provide information to its residents.

In addition to the numeric questions, respondents provided a number of written comments. A total of 118 individual comments were compiled by the SRC from the surveys. A complete listing of comments can be found in the Survey Report's Appendix B. The survey instrument, with responses by question, is included in the Survey Report's Appendix C.

VISIONING WORKSHOP

In February 2009 residents, plan commissioners and town and village board members participated in a two-part visioning workshop. Visioning is a process by which a community envisions the future it wants and plans how to achieve it. The workshop was held over two evenings. The second evening built on the results of the first.

During the first evening a facilitator helped participants identify their core values, describe where they see the future of the community and discuss how that future can be accomplished. Participants were specifically asked to focus on the elements and describe what should be preserved, changed or created in the Town of Emerald and Village of Deer Park. The facilitator used these responses to develop a draft vision statement.

On the second evening the participants refined and expanded the vision statement to include all the elements of the plan and provide a framework for the community's goals, objectives and policies. Results of the visioning workshop are included in the Issues and Opportunities Vision Statement section.

OPEN HOUSES

The Town of Emerald and Village of Deer Park held three open houses to review the sections of the plan with the public and obtain comments, questions and feedback throughout the process. The open house format provides an opportunity for direct dialogue between citizens, the town board and plan commissioners. All were attended by the public, town board and plan commission members. There were excellent dialogues between citizens and plan commission members. In addition each community made the materials from the open house available for a month or two after the open houses for citizen review and comment. Each open house was noticed by posting at appropriate places in the community and through a direct mailing to every property owner and resident in the town or village. Emerald also put notices in the Glenwood City newspaper.

TOWN OF EMERALD

The Town of Emerald's first Informational Open House was held on November 18, 2009 at Wisconsin Indianhead Technical College in New Richmond. It covered: Issues and Opportunities, Visioning Workshop Results, Survey Results, Utilities and Community Facilities element and Transportation element. After the open house, the materials were moved to the town hall and posted for the next six months so residents could view information and provide comments. The information was well received.

The second Informational Open House was held July 14, 2010 at the Emerald Town Hall. It covered: Transportation, Housing, Economic Development, Agricultural Resources, Natural Resources, Cultural Resources, and Intergovernmental Cooperation. The materials were left on display at the town hall for three months, after the open house, so more people would have an opportunity to view the information and provide comments. There were generally positive comments.

The third Informational Open House was held December 1, 2010. It covered: Community Forecasts, Intergovernmental Cooperation, Land Use and Implementation. The materials were left on display at the town hall for two months, after the open house, so more people would have an opportunity to view the information and provide comments. The information was well received and positive feedback resulted.



Emerald's 2nd Open House was held at the Town Hall where residents could review information. Photos by Barbara Nelson.



EMERALD INTERACTIVE LAND USE WORKSHOP

An Interactive Land Use Workshop to discuss future land uses for the Town of Emerald was held at the town hall, on Wednesday, December 1, 2010. The workshop was conducted immediately following the open house to encourage more participants to attend and to tie all parts of the Land Use element together. Individual flyers were sent to all residents and land owners in Emerald. Participants were encouraged to attend both the open house and workshop, but it was not required.

Participants were given a visual preference survey, which is an interactive slide show of land uses. Each person was asked to vote on whether they liked or disliked photos of various land uses. The results show the land uses the participants think are appropriate in the Town of Emerald.

In the second part of the workshop there was a land use mapping exercise to identify potential locations for land uses. Using two trends, conservative and aggressive, of future land use projections, residents were asked to develop two future land use maps for the town. Open space, commercial, industrial, residential and agricultural land uses were identified as part of the exercise. Three sets of maps were prepared by a dozen people working in three groups. Plan Commission and Town Board members participated along with residents.

The thinking that went into each group's map development and land use decisions is important to understanding the maps and trying to create a combined map for a future land use map for the town. Thoughts and concepts for each group are reported below:

Group 1 Report: Preferred Conservative Trend 1



Town residents work with a facilitator to develop land use maps representing trend 1 and 2 for Emerald. Photo by Pete Kling.



Open Space:

- The group identified a block of open space in Section 21 around a large wetland with woods. The participants were not necessarily proposing this specific site, but felt it was representative of multiple options in the town to provide access to notable water features and associated environmental resources. Additional acreage was added to the site for Trend 2.

Commercial & Industrial:

- Commercial acreage was placed along USH 63 in section 18, about six acres and in section 31, an additional six acres.
- Also the existing commercial site in section 9 was expanded by about four acres.
- Approximately 12 acres of industrial land use was identified just off USH 63 on CTH G in section 18.
- An additional 25 acres of industrial land was placed north of unincorporated Emerald on CTH D in section 13.
- The group's decisions were primarily influenced by three factors: expanding existing development; taking

advantage of accessibility, visibility and traffic on USH 63; and building upon the available sewer service and existing land uses in the unincorporated village of Emerald.

Residential Development:

- Small four-lot minor subdivisions were scattered in a number of places around the town to reflect the historical pattern of development.
- Small major subdivisions were placed north of unincorporated Emerald in section 12 with the intention of utilizing any available sewage capacity.
- Other small major subdivisions were placed in wooded areas in section 15, near proposed open space in section 21, along USH 63 in sections 7, on CTH D in section 36 and along 140th Street in sections 29 and 26.



Agriculture:

As part of the placement of other land uses, the group recognized the continued predominance of agricultural land use in the town and tried to avoid converting active agricultural land or creating potential conflicts.

Group 2 Report: No preference for Trend 1 or 2 -- Growth will follow historic pattern and should not be directed.



Each group struggled to identify land uses on the maps and all three groups agreed the exercise wasn't easy but was educational. Photo by Pete Kling.

Open Space:

- Additional open space was added to the existing WDNR Emerald Valley Wildlife Area
- Designated a strip along the wetlands and waterway west of unincorporated Emerald.

Commercial & Industrial:

- The group struggled with placing additional commercial because they felt there was no real viable commercial center in the town.
- Along the Hw 63 corridor was the most logical and

therefore placed development up and down the corridor with no real preference.

- Acknowledged that in Emerald commercial development may occur scattered throughout the town if a business develops at someone's home.
- Industrial land use growth was limited to expansion of the existing limestone quarry operation.

Residential Development:

Adding additional residential land use was difficult for this group. The group expressed preference for existing residential growth patterns, 1 or 2 lots of 2 – 10 acres scattered through the town on existing roads.

- Because of the scattered nature of development the group could not determine an appropriate or inappropriate place for residential development.
- Some of the reluctance to place residential development was due to a laissez-faire attitude.
- Any environmental concerns would be self limiting and are probably already regulated.
- There was a desire for no major subdivisions and a belief that they just would not occur.

Agriculture:

- Agriculture was not separately addressed by the group.

Group 3 Report: Preferred Conservative Trend 1



Plan Commission members and citizens view maps created by other groups as part of the workshop. Photo by Pete Kling.



Open Space: Focused on areas unique to Emerald, discussed expansion of the DNR land but decided there were more important sites to identify.

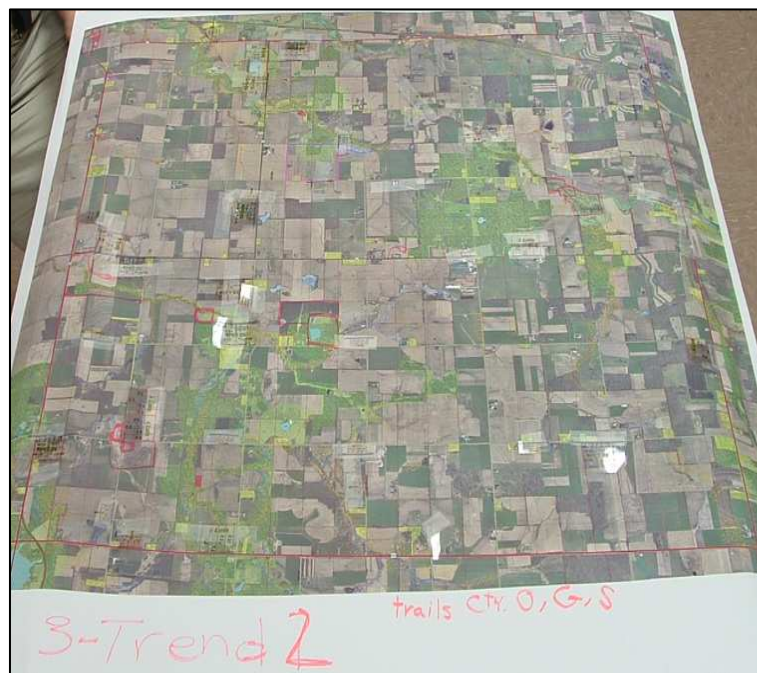
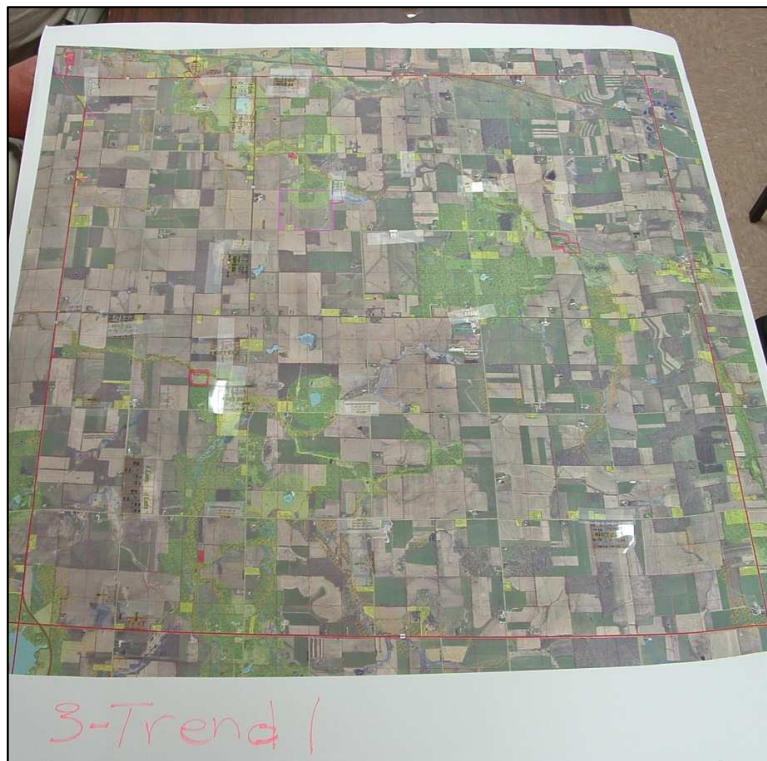
- Protect nesting grounds for ducks and other waterfowl in the wooded swamp areas west of unincorporated Emerald, in Sections 13 and 14, south of 160th Ave.
- Protect Emerald Lake in Section 5, west of CTH D.
- Protect the native prairie in Sections 29, 32 and 33 at the intersection of 220th Street and 130th Ave.
- Protect waterways or drainageways like those in Section 19, south of CTH G.
- Protect wetlands and woods complex like the one in Section 21, north of 140th Ave.

- Provide trail along CTH O and CTH G.
- Provide a small park with playground and picnic tables at the new town hall.

Commercial & Industrial: Was very hard to find sites where these uses were acceptable. The group struggled to come up with acceptable locations.

- Two acres commercial for rural storage operation in ag-type structures.
- Four acres commercial to serve traveling public on CTH G near USH 63.
- Six acres commercial in unincorporated Emerald.
- Four acres commercial north of Emerald Dairy where agricultural commercial operation related to the dairy or other direct farm marketing could occur. Perhaps a farmer's market.
- Industrial was limited to two sites, 10 acre expansion of the existing non-metallic mining facility and 15 acres of agriculture-related industry in the northwest corner of Section 6 that would be a similar or related use to the Precision Ag industrial operation in Town of Cylon.
- Did not assign the industrial for Trend 2 because the group felt more industry was not appropriate in the Town of Emerald.

Residential Development: Most of the development was focused on the western third of the town recognizing that new residents would be traveling USH 63 to employment.



- Strong support for protecting farmland. Generally did not place any development on farmland, if possible.
- Much of the development was scattered two lot or four lot minors following the historic development pattern in the town.
- The group strongly avoided new roads and placed the majority of development on existing roads in locations they felt to be poor farmland and not environmentally sensitive areas.
- They avoided any large wooded sites but did utilize small wooded sites.
- Trend 1 was mostly two acre sites and 10 acre hobby farms.

- Trend 2 was much of the same but with more subdivisions placed because of time constraints.
- It was mentioned that members would prefer to cut apart the development and place more individually but because of time constraints the linked groups of four minors, two acre or ten acre, were used.
- Small major subdivisions of 10 to 15 lots were placed but there was not a strong feeling that these were what would happen with future development, more it was suggested that development could concentrate in an area over time to avoid good farmland.

Agriculture:

The group worked very hard and very selectively to protect Emerald's farmland, whether cropped or pastured, as they placed the other land uses. Agriculture is clearly very important and is to be protected in this town. Plan Commission Chair Dan Doornink summed up his group's philosophy this way: "In Emerald if it can be farmed, it is farmed. If it can't be farmed then it is a woods or a swamp. If it's a woods or swamp no one wants to farm it."

At the end of the evening, participants were asked to vote on which trend they preferred to see in the town. They voted for each type of land use and overall. The clear winner was trend 1, conservative in all cases. Votes were: public open space 58 percent trend 1, 42 percent trend 2; commercial/industrial land use 91 percent trend 1, 9 percent trend 2; residential land use 83 percent trend 1, 17 percent trend 2; overall land use 100 percent trend 1.

As the vote indicates, there was support for protection of natural resources and open space in the town. Some groups focused on specific sites, like Emerald Lake and the Klatt-Lyons wetlands complex, while others generically identified the town's many wooded/wetland sites found throughout the town. There was consensus that commercial and industrial development would be limited to those which support agriculture or are related to U.S. Hwy 63. There was also strong consensus that residential development should remain small-scale and scattered to lessen the impact on the rural landscape and farming activities. The historic pattern of development, one or two small lots to support existing and new families and small hobby farms, is definitely preferred and should be encouraged. These results are incorporated into the land use goals, objectives and policies and the future land use map and narrative.

The visual preference survey and draft maps were posted to the project webpage for Town of Emerald, www.sccwi.us/emeraldcompplan, and displayed at the town hall for other residents to review.

PUBLIC HEARING & ADOPTION

The Plan Commissions referred the final draft of the comprehensive plan to the village and town boards for review in January 2011. After their review and subsequent revisions by the Plan Commissions, public hearings were held. Deer Park held its public hearing on February 7, 2011. Emerald's public hearing was held on March 2, 2011. The public hearing draft of the comprehensive plan was sent to the government bodies, agencies and organizations listed below for review and comment. Also, the plan was made available at the local libraries and on the county website's project webpages, Village of Deer Park www.sccwi.us/deerparkcompplan, and Town of Emerald www.sccwi.us/emeraldcompplan, for public review.

Wisconsin Land Information Office
 West Central Wisconsin Regional Planning Commission
 U.S. Fish and Wildlife Service
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 UW-Extension - Baldwin
 Wisconsin State Historical Society
 St. Croix County Historical Society
 St. Croix County
 Town of Baldwin
 Town of Cylon
 Town of Erin Prairie
 Town of Forest
 Town of Glenwood
 Town of Hammond
 Town of Springfield
 Amery School District
 Baldwin-Woodville School District
 Glenwood School District
 New Richmond School District

Baldwin Library
 Deer Park Library
 Glenwood City Library
 New Richmond Library
 Woodville Library
 Baldwin Ambulance
 Deer Park First Responders
 Deer Park Area Fire
 Glenwood City Fire & Ambulance
 New Richmond Ambulance
 United Fire & Rescue
 Upper Willow River Rehabilitation District
 St. Croix County Sportsmen's Alliance
 St. Croix Economic Development Corp.
 St. Croix Valley Builder's & Realtor's Associations
 Milestone Materials - Mathy Construction
 Nonmetallic Mining

Each plan commission passed a resolution recommending the plan to the village or town board. The Deer Park Village Board adopted the plan by ordinance on February 7, 2011. The Emerald Town Board adopted the plan by ordinance on March 2, 2011. Certified copies of the adopting ordinances are included below. Copies of the adopted comprehensive plan were sent to all the government bodies, agencies and organizations listed above.

EMERALD ADOPTING ORDINANCE

**AN ORDINANCE TO ADOPT
TOWN OF EMERALD 2010 – 2035 COMPREHENSIVE PLAN
Ordinance No. 2011-03-09**

The Town Board of the Town of Emerald of St. Croix County, Wisconsin, does ordain as follows:

Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Emerald is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

The Town Board of the Town of Emerald has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

The Town Plan Commission has held a public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

The Plan Commission of the Town of Emerald, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled TOWN OF EMERALD 2010 – 2035 COMPREHENSIVE PLAN containing all the elements specified in section 66.1001(2) of the Wisconsin Statutes.

The Town Board of the Town of Emerald, does by the enactment of this ordinance formally adopt the document entitled, TOWN OF EMERALD 2010 – 2035 COMPREHENSIVE PLAN public hearing draft dated 3-2-11 pursuant to section 66.1001(4)(c) of the Wisconsin Statutes and also adopts any amendments that are identified in the attached list, Recommended Amendments, and that are or may be recommended by the Plan Commission or Town Board as a result of the public hearing comments.

This ordinance shall take effect upon passage by a majority vote of the members of the Town Board and published as required by law.

ADOPTED this 2nd day of March 2011.

Henry Hurtgen
Henry Hurtgen, Chair Town of Emerald

Effective: 3-9-11
(Date)

Published: 3-9-11
(Date)

Attest: *Barb Prinsen*
Barb Prinsen, Clerk Town of Emerald



ISSUES & OPPORTUNITIES

EMERALD COMMUNITY BACKGROUND

The Town of Emerald was organized in April, 1861. The first meeting was held at the home of Thomas Ross on the first Monday in April.

St. Croix County was formed in 1840, a large county including much of the “Indian Head” area. Wisconsin became a state May 29, 1848. In 1850, St. Croix County was reduced in size to nose and chin of the “Indian Head” area. In 1860, St. Croix County became the same size and shape as it is today. By the 1870’s farmers were just beginning to plow land in the county and much of Emerald was still in forest. Since the trees were cut, the Town of Emerald has been an agricultural community.

In 1861, the Town of Emerald had six schools, West Central, Hutton Creek, Carr Creek, Oak Dale, Thrifty Oak and Bell. West Central School (District #1) was near the NW corner of CTHs G and O and was operated from the 1880’s through the 1930’s. The building has since been torn down. Hutton Creek School, (District #3) was near the southwest corner of 170th and 220th and operated from the early 1900’s. It was destroyed by fire in the 1930’s and was rebuilt to include a basement and furnace. It is now a single-family home. Carr Creek School (District #4) was between 220th and 230th on north side of 130th. It was built in 1879, destroyed by fire in 1903, rebuilt and remodeled in 1923 (basement, furnace, toilets), closed in the 1960’s and is now a single-family home. The Oak Dale School (District #5) was between 240th and 250th on the north side of CTH G and is now a single-family home. Thrifty Oak School (District #6) was between 250th and 260th on south side of 170th and was built in 1880’s, closed around 1965. The building was moved and used as a residence, then a garage, and finally animal housing before being demolished or burned down. The Bell School (District #7), named for the school bell, was on the northwest corner of 130th and 250th. It was built in 1884, remodeled in 1940 and closed in 1961. The building was moved and eventually torn down. The consolidation of school districts began in 1953 and by 1961 the common and joint school districts had consolidated into the school districts that exist today.

The Town of Emerald has five streams from northeast to southwest they are: South Fork of the Willow, Hutton Creek, Fleming Creek, Dry Run Creek and Carr Creek which runs into Dry Run Creek on the western edge of the town. All five creeks flow northwest into the Willow River.

The Emerald Post Office was established in 1872. Mail operated until the late 1990’s when mail delivery was taken over by Glenwood City. Emerald residents were able to keep the address name of Emerald, but had to switch to the Glenwood City zip code.

First record of a cheese factory in the town shows up in 1896, the Emerald Cheese factory owned by E.T. Jepson in section 27. The second cheese factory was the Emerald Creamery owned by F.L. Richer, it was established in 1903. It’s name was changed to the Emerald Cooperative in 1907. It burned and was rebuilt in 1912 then merged with another creamery just across the line in the Town of Glenwood. It closed about 1954 or 1955.

The town’s most famous resident was Burleigh Arland Grimes. He was an American professional baseball player and was the last pitcher officially permitted to throw the spitball. Nicknamed “Ol’ Stubblebeard”, Grimes was born August 18, 1893 in the Town of Emerald. His parents were Nick Grimes and Ruth Tuttle. Grimes made his professional debut in 1913 in Ottumwa, Iowa, for the Ottumwa Packers in the Central Association. He made his major league debut on September 10, 1916 for the Pittsburgh Pirates and in 1920, when spitball was banned, he was

named as one of the 17 established pitchers who would be allowed to continue to throw the pitch. The 26-year old Grimes made the most of this advantage, and over the course of his 19-year career, won 270 games and pitched in four World Series. At the time of his retirement, he was the last of the 17 spitballers left in the league. He played for the Pittsburgh Pirates three times, the Brooklyn Dodgers, the New York Giants, the Boston Braves, the St. Louis Cardinals two times, the Chicago Cubs, and the New York Yankees from 1916 to 1934. He also managed and was a scout for major and minor league baseball. He was inducted into the Baseball Hall of Fame in 1964. He died December 6, 1985 in Clear Lake, Wisconsin, at age 92.

The center of trade and business in the area was the unincorporated community of Emerald which is on the east edge of Emerald and crosses into the Town of Glenwood. The following is a condensed history of the community of Emerald taken from *[Emerald Wisconsin A Souvenir Booklet 1868-2004](#)*.

EMERALD...IT STARTED WITH A SAWMILL

Emerald was started in the 1860's, although settlers moved there in 1858. Most of the settlers were Irish, Norwegian and Dutch and came from the east. The first modes of travel were oxen, mules and horses. The first trails were paths through the fields. The first road was by the old mill. It was made of corduroys (roads made of logs laid crosswise). Roads were made between towns as they grew. The first settlers in Emerald were William, John and Sam Fleming; James Starr; Sam Humphrey; and S. Springsteen in 1858. The first settlement was between Albert Kelm's (Burleigh Larson's farm) and John Cassellius (the former Marvin Cassellius farm or the last place on CTH D before the Emerald Cemetery).

The Emerald Sawmill (also known as the Fleming Mill) was erected near the creek that flows on the west side of Highway D, a mile south of the community of Emerald. It was started about 1870 and ran until 1910. William, John and Sam Fleming owned the sawmill. Workers used water from the creek in the steam boilers. Sometimes when the creek was dry they had to run the well, which was near the Noble Fleming farm, (south of Emerald, first place west on the right on Highway G), day and night to supply water for the boilers. At first pine lumber was sawed, but later mostly hardwood lumber taken from logs from the Big Woods. Logs were brought in by sleds in the winter on roads that had been iced the night before by pouring water on them. The annual cut was about 750,000 board feet.

Houses were put up along the road. The demand for lumber was so great that they didn't need to go far for a market. The wood scraps were used to heat the boilers. The cemetery was behind the Stabbenhaus house, on the west side of CTH D south of Emerald. The bodies were later transferred to the Greenwood Cemetery, when it was constructed.

At one time the community of Emerald had two grocery stores, two churches, a barbershop, bank, two hardware stores, three saloons, two lumberyards, hotel, creamery and three service stations. The first store was owned and operated by S. E. Linderfield. It stood on the west side of Highway D in the Emerald Park area. Mr. McPherson was the first man to own the feed mill. It was then located near Herman Westphal's. Mr. Herman Wilfred from Baldwin peddled meat to the settlers and the farmers. James Goodwin was the first postmaster, which started January 15, 1872. The second postmaster was Charles Hurd who came to office July 2, 1885. Margaret Blum of Roberts tells of her grandfather, Nels Lorentsen, starting the first creamery in Emerald in the late 1800's. Lorentsen was born in 1872 and when he married Elise (Nelson) Lorentsen they moved to Emerald. Blum said he owned and operated the Emerald Creamery. He left Emerald in the early 1900's.

The first school was the Mill School which was out near the sawmill. The next school was the Elm Land School which was across from John Cassellius (across from the Emerald Cemetery and north of the corner of Hwy D and Hwy G). The foundation still remains today. The Emerald Valley School was built in town in 1925 at a cost of \$8,500. Church services were first held at the Mill School. The Emerald Methodist Church was the first church put up in Emerald. Next the Zoar Lutheran Church was constructed, but was razed around 1965. The Guy McCluskey American Legion Post was located on the site where Emerald is today. They also had a Legion Auxiliary. The men from the First World War organized a Last Man Club. The legion building still stands to the west of town. There was a lumber yard where Hartwigs lived on Main Street but it burned. There was a public well near William Nilssen's store and everyone got their water there. Billy Nilssen ran the general store for 51 years.

A railroad line was started in the Town of Emerald, about 1900, headed for Prairie Farm, but was never completed because of lack of funds. The Soo Line came into Emerald before 1910 from Cylon and traveled into Glenwood City and Downing until 1940. The railway called the Minnesota and Wisconsin ran from Spring Valley in 1893 into Woodville and then into Emerald until 1930. In 1901 the Omaha took over the branch. The first telephone was established in Emerald in 1900 by the Community Telephone Company of Wisconsin which had its main office at Black River Falls and branch offices throughout Wisconsin. In 1902 cars (autos) began to appear in the vicinity.

For entertainment years ago they had parties at which they square danced and pulled taffy. They used to have a band in Emerald. Home talent plays were also presented at the Legion Hall. Baseball was always a favorite activity. The Emerald Ball Club played in cow pastures until the ball park was landscaped in Emerald.

Sources:

Cows, Creameries and Cheese Factories

St. Croix Association for Home and Community Education History Project Committee
1995

Emerald Wisconsin A Souvenir Booklet 1868-2004,

Written by Emerald Area Past and Present Residents and Relatives, compiled by Betty Brandt and Wayne Peterson, printed June 26, 2004

History of the St. Croix Valley, 1909

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Remembering Rural Schools of St. Croix County

St. Croix County Extension Homemakers Rural School Committee 1991

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Burleigh Grimes - Wikipedia, the Free Encyclopedia, 8-13-09

http://en.wikipedia.org/wiki/Burleigh_Grimes Last modified 1 August 2009

Wisconsin, It's Counties, Townships and Villages

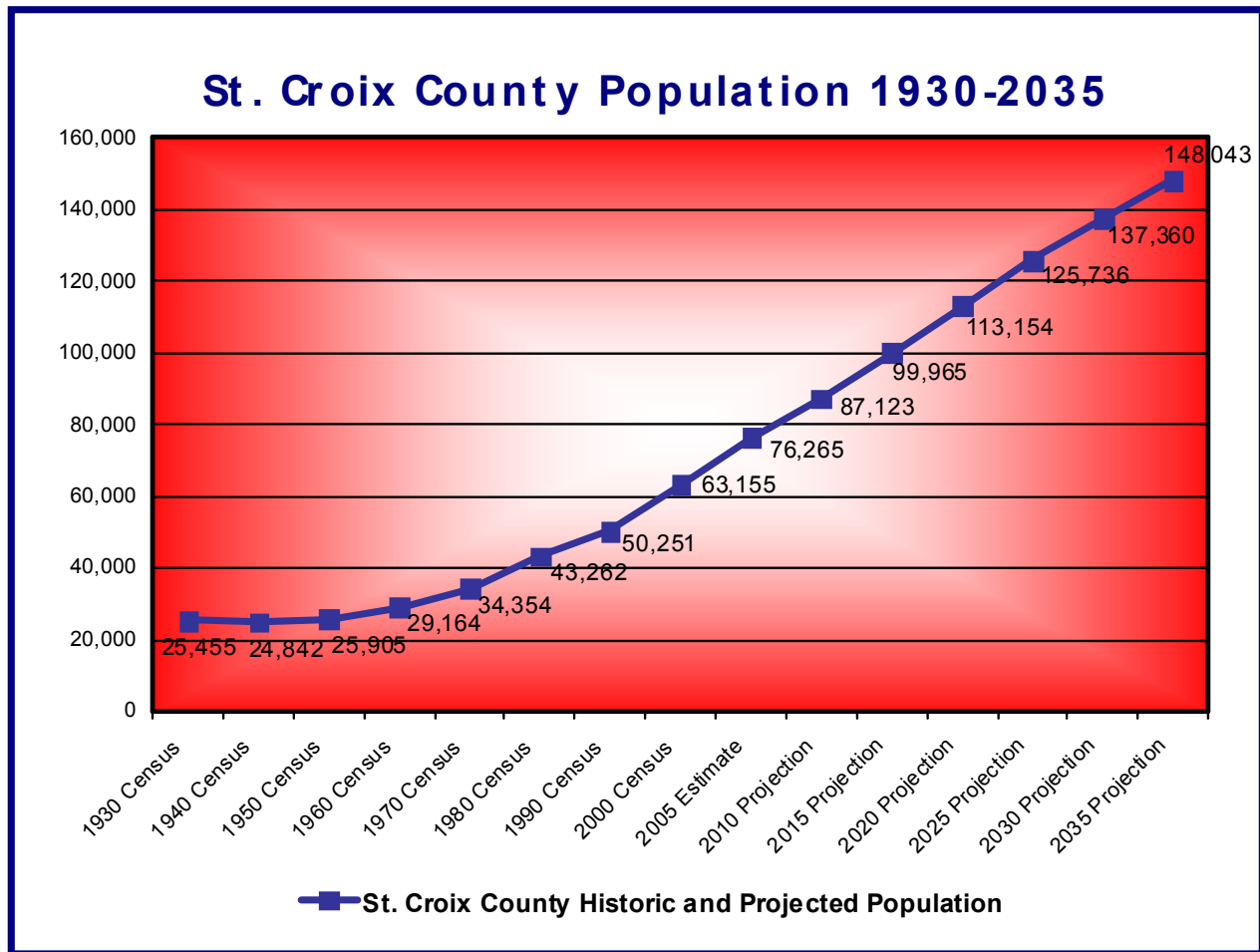
Uncapher and Herrick 1994

Wisconsin Post office Handbook 1821-1971 Bulletin #10

Members of the Emerald Plan Commission.

COMMUNITY FORECASTS

POPULATION



Source: U.S. Census Bureau and Wisconsin Department of Administration Population Projections-2008

Population Projections - 2000 to 2030
St. Croix County

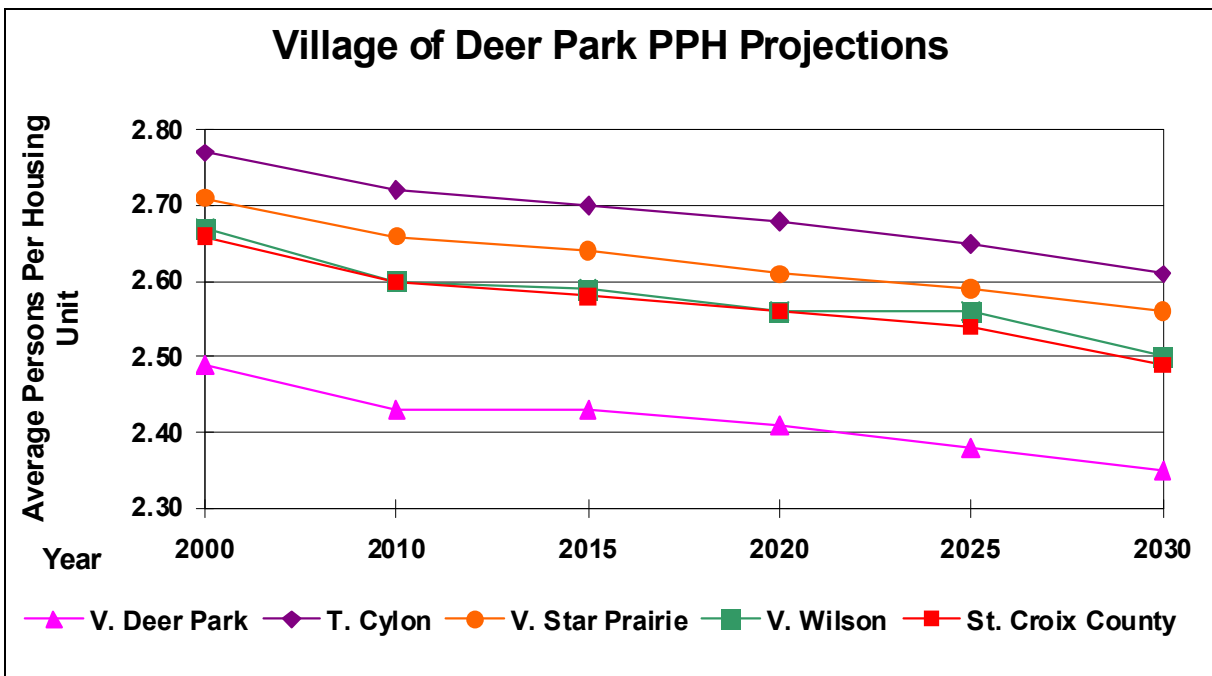
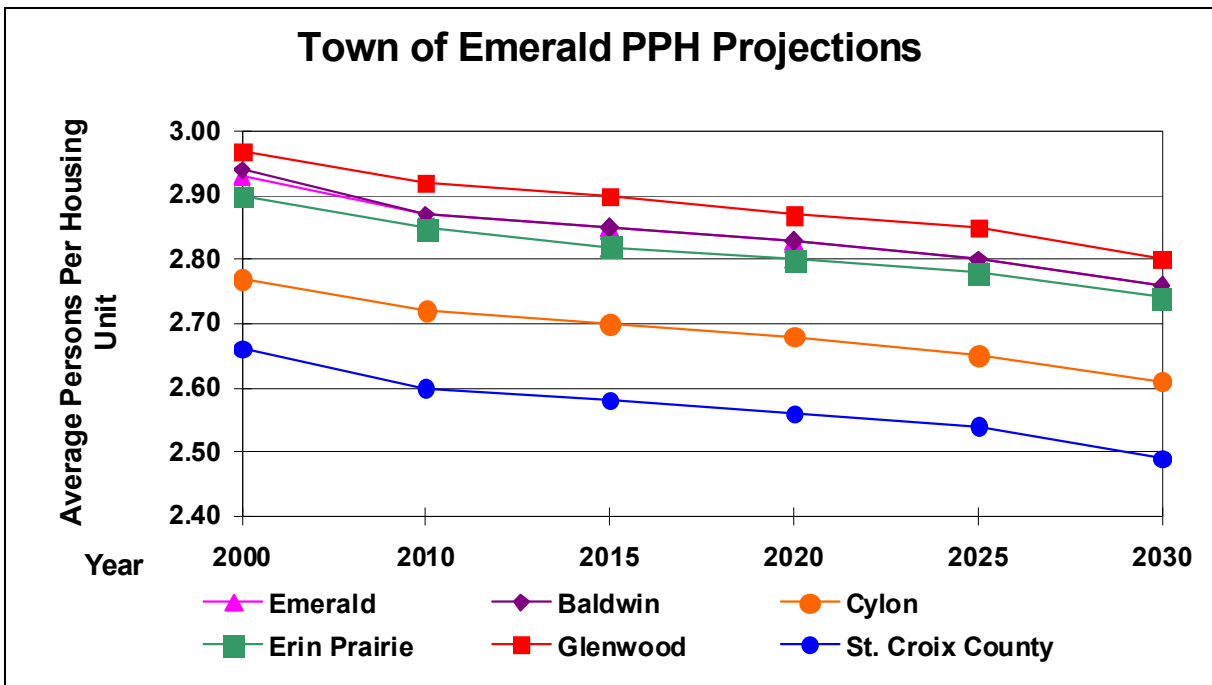
MUNICIPALITY	CENSUS	EST.	PROJECTIONS					# CHG	% CHG
TOWNS	2000	2005	2010	2015	2020	2025	2030	00-30	00-30
T Baldwin	903	958	999	1058	1116	1164	1202	299	33.1
T Cady	710	785	846	921	997	1064	1124	414	58.3
T Cylon	629	671	696	735	772	803	826	197	31.3
T Eau Galle	882	995	1100	1209	1318	1419	1507	625	70.9
T Emerald	691	781	851	939	1027	1109	1182	491	71.1
T Erin Prairie	658	672	691	723	754	777	793	135	20.5
T Forest	590	627	651	687	722	750	773	183	31.0
T Glenwood	755	856	931	1026	1121	1210	1287	532	70.5
T Hammond	947	1523	1871	2265	2675	3074	3453	2506	264.6
T Hudson	6213	7533	8941	10,533	12,178	13,767	15,259	9046	145.6
T Kinnickinnic	1400	1629	1829	2068	2312	2542	2752	1352	96.6
T Pleasant Valley	430	480	523	579	634	684	730	300	69.8
T Richmond	1556	2441	2974	3580	4210	4822	5401	3845	247.1
T Rush River	498	526	560	604	649	688	721	223	44.8
T St. Joseph	3436	3716	4095	4561	5035	5477	5873	2437	70.9
T Somerset	2644	3252	3750	4334	4936	5513	6048	3404	128.7
T Springfield	808	916	991	1085	1181	1268	1344	536	66.3
T Stanton	1003	1014	1033	1062	1087	1101	1105	102	10.2
T Star Prairie	2944	3495	3973	4539	5121	5675	6185	3241	110.1
T Troy	3661	4385	5011	5748	6503	7224	7889	4228	115.5
T Warren	1320	1540	1747	1990	2238	2474	2691	1371	103.9
Subtotal	32,678	38,795	44,063	50,246	56,586	62,605	68,145	35,467	108.5
VILLAGES/CITIES	2000	2005	2010	2015	2020	2025	2030	00-30	00-30
V Baldwin	2667	3441	4044	4746	5470	6170	6824	4157	155.9
V Deer Park	227	224	225	229	232	234	232	5	2.2
V Hammond	1153	1649	1951	2300	2661	3009	3337	2184	189.4
V North Hudson	3463	3693	3988	4374	4763	5120	5432	1969	56.9
V Roberts	969	1362	1585	1849	2123	2386	2631	1662	171.5
V Somerset	1556	2204	2681	3225	3790	4339	4860	3304	212.3
V Star Prairie	574	634	693	768	842	912	974	400	69.7
V Spring Valley	2	3	3	3	2	3	3	1	50.0
V Wilson	176	194	209	229	249	267	282	106	60.2
V Woodville	1104	1292	1436	1630	1830	2018	2191	1087	98.5
C Glenwood City	1183	1227	1303	1405	1506	1597	1672	489	41.3
C Hudson	8775	11,432	13,473	15,865	18,337	20,725	22,967	14,192	161.7
C New Richmond	6310	7566	8638	9917	11,230	12,485	13,643	7333	116.2
C River Falls	2318	2549	2831	3179	3533	3866	4167	1849	79.8
Subtotal	30,477	37,470	43,060	49,719	56,568	63,131	69,215	38,738	127.1
St. Croix County	63,155	76,265	87,123	99,965	113,154	125,736	137,360	74,205	117.5

Source: U.S. Census Bureau and Wisconsin Department of Administration 2008 Population Projections
 Project communities are designated in bold type.

HOUSEHOLD**Persons Per Housing Unit – 2000 to 2030
St. Croix County**

MUNICIPALITY	CENSUS	ESTIMATE	PROJECTIONS				
TOWNS	2000	2005	2010	2015	2020	2025	2030
T Baldwin	2.94	2.93	2.89	2.86	2.83	2.82	2.77
T Cady	2.78	2.77	2.74	2.72	2.68	2.66	2.62
T Cylon	2.77	2.76	2.72	2.70	2.68	2.65	2.61
T Eau Galle	2.87	2.87	2.82	2.80	2.78	2.75	2.70
T Emerald	2.93	2.93	2.87	2.85	2.83	2.80	2.76
T Erin Prairie	2.90	2.88	2.85	2.82	2.80	2.78	2.73
T Forest	2.91	2.89	2.86	2.83	2.81	2.78	2.74
T Glenwood	2.97	2.96	2.92	2.90	2.87	2.85	2.80
T Hammond	3.02	3.00	2.96	2.93	2.91	2.89	2.84
T Hudson	3.17	3.16	3.11	3.09	3.07	3.04	2.99
T Kinnickinnic	2.90	2.89	2.84	2.82	2.80	2.77	2.73
T Pleasant Valley	2.97	2.94	2.89	2.90	2.87	2.85	2.80
T Richmond	2.95	2.94	2.90	2.87	2.85	2.82	2.78
T Rush River	2.91	2.89	2.85	2.84	2.81	2.79	2.74
T St. Joseph	2.86	2.85	2.80	2.78	2.76	2.73	2.69
T Somerset	2.85	2.84	2.80	2.78	2.75	2.73	2.69
T Springfield	2.84	2.83	2.78	2.76	2.73	2.72	2.67
T Stanton	2.85	2.84	2.80	2.78	2.75	2.73	2.69
T Star Prairie	2.82	2.81	2.77	2.75	2.73	2.70	2.66
T Troy	2.93	2.92	2.87	2.85	2.83	2.80	2.76
T Warren	3.10	3.09	3.04	3.02	3.00	2.97	2.92
VILLAGES/CITIES	2000	2005	2010	2015	2020	2025	2030
V Baldwin	2.33	2.32	2.28	2.26	2.25	2.23	2.19
V Deer Park	2.49	2.49	2.43	2.43	2.41	2.38	2.35
V Hammond	2.55	2.54	2.50	2.48	2.46	2.44	2.40
V North Hudson	2.63	2.62	2.58	2.56	2.54	2.52	2.48
V Roberts	2.47	2.46	2.43	2.40	2.39	2.37	2.33
V Somerset	2.45	2.44	2.41	2.39	2.36	2.35	2.31
V Star Prairie	2.71	2.70	2.66	2.64	2.61	2.59	2.56
V Spring Valley	2.46	1.50	1.50	1.50	1.00	1.50	1.50
V Wilson	2.67	2.66	2.60	2.59	2.56	2.56	2.50
V Woodville	2.37	2.36	2.33	2.31	2.29	2.27	2.24
C Glenwood City	2.48	2.47	2.43	2.42	2.40	2.37	2.34
C Hudson	2.35	2.34	2.30	2.29	2.27	2.25	2.21
C New Richmond	2.38	2.37	2.34	2.32	2.30	2.28	2.24
C River Falls	2.44	2.20	2.17	2.15	2.13	2.12	2.08
St. Croix County	2.66	2.64	2.60	2.58	2.56	2.54	2.49

Source: Wisconsin Department of Administration - 2008
 Project communities are designated in bold type.



- The number of persons per housing unit has been declining since the 1980s. That trend is expected to continue and is reflected in the declining rates for Emerald, Deer Park and the surrounding municipalities.
- The decline is a result of smaller families with fewer children, more households with no children, more single households, and elderly people living longer and remaining in their own homes longer.

- Emerald's persons per housing unit rate is very close to the surrounding towns, except Cylon. It is significantly higher than the County's which includes a greater number of multi-family, rental and elderly housing options. It also reflects the strong farming background with traditionally larger families.
- Deer Park's persons per housing unit rate is significantly lower than the surrounding municipalities, similar sized villages and St. Croix County's. This may be due to the growing elderly population in the village and the decline in families with children.
- As population per housing unit continues to decline the town and village should evaluate its affect on provision of services such as road maintenance, school busing, access to health services, services for the elderly, etc.

EMERALD HOUSING UNITS & ACREAGE

The following assumptions were used to create the growth projections for the Town of Emerald which are found in the charts and graphs on the next several pages.

- All projections assume that existing town land use policies will not change.
- The *Official Trend* projections are the official population projections for Emerald from the Wisconsin Department of Administration's (WDOA) Demographic Services Center, see charts on previous pages. They are based on historic growth rates, with a strong emphasis on the estimated growth from 2000 to 2005.
- It should be noted that from 1970-2000 Emerald was substantially below the County growth rate.
- The *Official Trend* projections do not account for the economic recession of the past three years and the depressed housing market; therefore, alternative projections were developed with adjusted populations based on these market changes.
- In developing the alternative growth projections, the 2010 population is kept numerically close to the WDOA's official estimate.
- The *Conservative Growth* projections are based on Emerald's average historic population growth from 1970 to 2000. Emerald's current estimated population is below the *Official Trend* estimate and closest to the *Conservative Growth* estimate.
- The *Accelerated Growth* projections for Emerald are based on the population projections for all of St. Croix County for the period 2000-2030 from WDOA. These ratios were chosen because the population projections are fairly aggressive and it was appropriate to provide one set of growth projections that were more aggressive than the state's official projections for Emerald.
- If all towns or adjacent towns in St. Croix County had similar restrictions on growth and development, then a more open market would occur, which could lead to a significant shift in existing and future development patterns.
- The *Accelerated Growth* projections for Emerald would not occur unless the community had the same location, transportation infrastructure, amenities, and shopping opportunities as the county.

The following notes regarding calculations will make it easier to read the Growth Projection charts for Emerald.

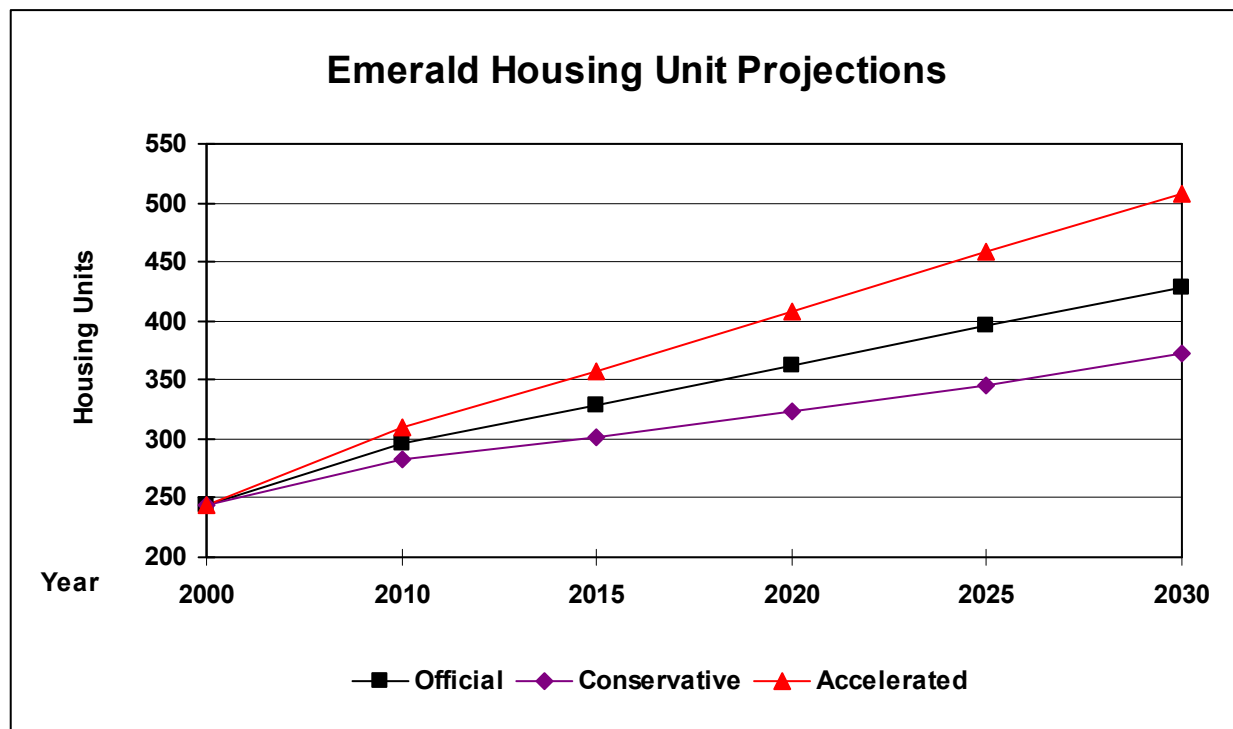
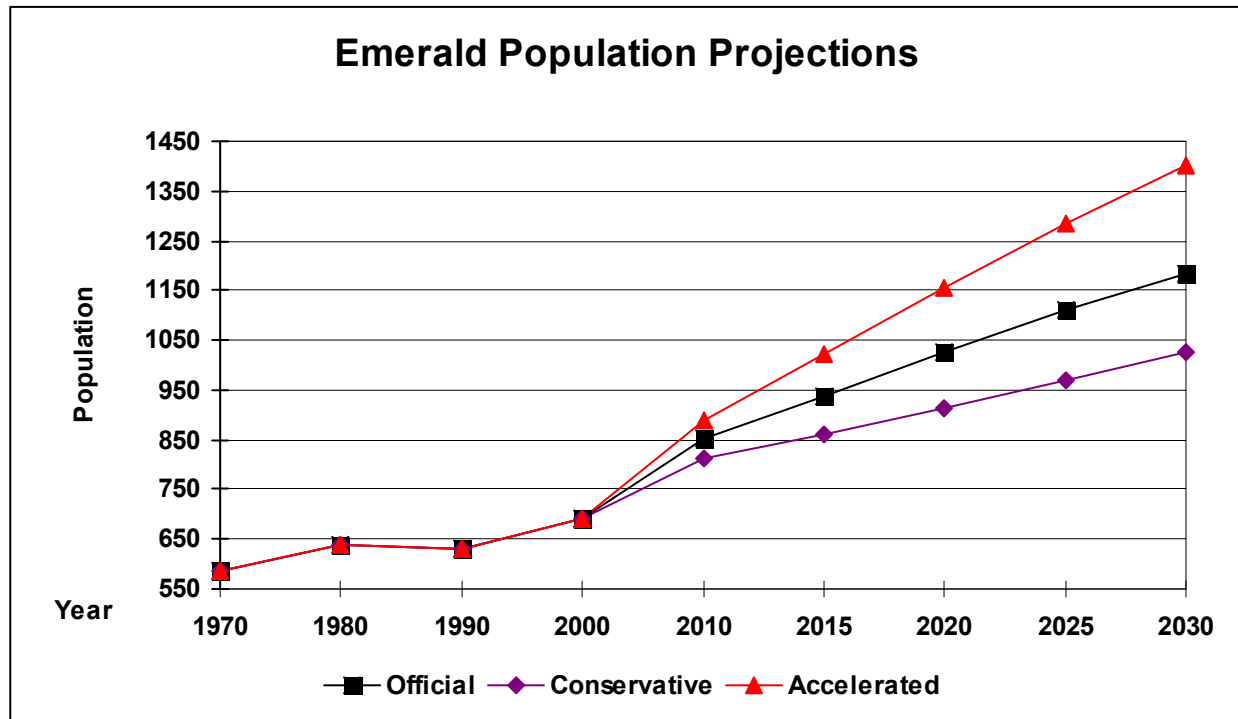
- Each of the calculations is cumulative. The baseline 2000 official Census numbers are the starting point.
- The number in the change column is the increase or decrease expected. The number for each time period is based on the previous time period.
- The Persons Per Housing Unit (PPH) number is the official estimate from WDOA's Demographic Services Center. This number was not adjusted; the official number was used for all calculations.
- The Population is divided by the PPH to calculate Housing Units for all the projections.
- Three acres per housing unit was used to estimate acreage used for rural residential development in Emerald. The three acres represents the residential housing site and the associated infrastructure needed. It is not intended to represent lot size or to correspond to the actual acreage owned or taxed as residential or agricultural building site property.
- The Housing Units are multiplied by 3.0 acres per Housing Unit to calculate the Acreage.

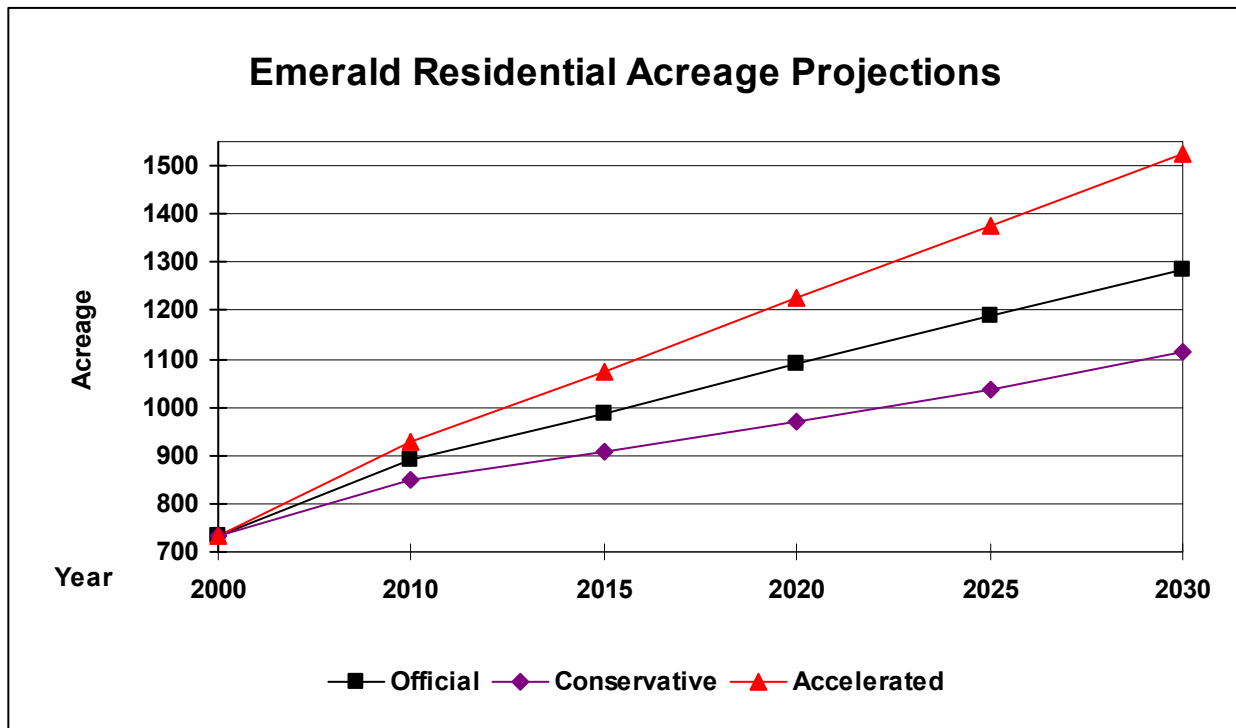
***Growth Projections -- 2000 to 2030
Town of Emerald***

INCREASE BASED ON	PROJECTIONS					
	POPULATION		PPH	HOUSING UNITS		ACREAGE
	CHANGE	TOTAL		CHANGE	TOTAL	CHANGE TOTAL
Baseline 2000	691		2.93	244		732
2010						
Official Trend	160	851	2.87	53	297	158 890
Conservative Growth	122	813		39	283	118 850
Accelerated Growth	199	890		66	310	198 930
2015						
Official Trend	88	939	2.85	33	329	99 988
Conservative Growth	49	862		19	302	58 907
Accelerated Growth	131	1021		48	358	144 1075
2020						
Official Trend	88	1027	2.83	33	363	100 1089
Conservative Growth	51	913		20	323	60 968
Accelerated Growth	135	1156		50	408	151 1225
2025						
Official Trend	82	1109	2.80	33	396	100 1188
Conservative Growth	55	968		23	346	69 1037
Accelerated Growth	128	1284		50	459	150 1376
2030						
Official Trend	73	1182	2.76	32	428	97 1285
Conservative Growth	58	1026		26	372	78 1115
Accelerated Growth	119	1403		50	508	149 1525

PPH = Persons Per Housing Unit

Source: U.S. Census Bureau, Wisconsin Department of Administration and St. Croix County Planning & Zoning Department.





EMERALD EMPLOYMENT

Background information and analysis for the following employment forecasts are found in the section on Economic Development.

- Area-wide economic development activities may contribute to the local employment options for residents of Emerald.
- Farm employment will continue to be the main economic activity located within the Town of Emerald.
- Home-based businesses will continue to be important to the economy of the town and should be encouraged where there will be little impact on surrounding properties.
- Alternative agriculture and nontraditional farming will be important to agriculture's economic future in the Town of Emerald.
- The existing patterns for farm and nonfarm employment will likely continue into the future.
- Many outside factors, which the Town of Emerald has little ability to influence or control, affect expansion or contraction of the farm economy and employment.
- Most commercial and industrial activity is expected to occur in neighboring communities and provide employment opportunities to town residents.
- The Town of Emerald would consider some commercial and other nonresidential land uses; however, extensive commercial or industrial development would not be consistent with the rural character and community goals.

TOWN OF EMERALD VISION STATEMENT

We are as green as our name.

In the Year 2035, the Town of Emerald is a thriving agricultural-based, rural community with abundant natural resources offering prime recreational and small business opportunities supported by renewable energy sources, such as wind and solar. We are maintaining our transportation infrastructure and pursuing public transit options, especially for the elderly.

We are environmentally friendly, using farm “waste” to produce renewable energy. We have policies to protect our groundwater. We have small scattered housing developments that have preserved farmland, woodland and open space for wildlife habitat. We encourage small industry and businesses in our community.

ELEMENT-BASED VISION STATEMENTS

Utilities & Community Facilities, Intergovernmental Cooperation

The town has worked with the County, neighboring communities and utility companies on the placement of transmission lines, high speed internet and fiber optics, and on regular road maintenance. The town has worked with neighboring communities and school districts to develop one unified school district.

Transportation & Economic Development

The Town of Emerald has maintained the railroad right of way and has worked with the County and neighboring communities on a rural transportation system. Small businesses flourish at major highway intersections and where appropriate as home occupations.

Natural Resources

The Town of Emerald has maintained and increased the amount and types of open space (forests, wetlands, riparian areas, and agriculture) throughout the town for both wildlife habitat and maintaining the integrity of our groundwater. In particular, the town has focused on the Willow River to maintain habitat for water fowl. The town has worked with the County and DNR to access the river for fishing and hunting. The town has worked at creating both on- and off-road routes and trails for multiple uses such as bicycles, snowmobiles and pedestrians.

Cultural Resources

The town residents also recognize and remember their history and have worked to preserve original barns and farmhouses, the town hall, and other historic building sites.

Land Use, Housing, Agriculture

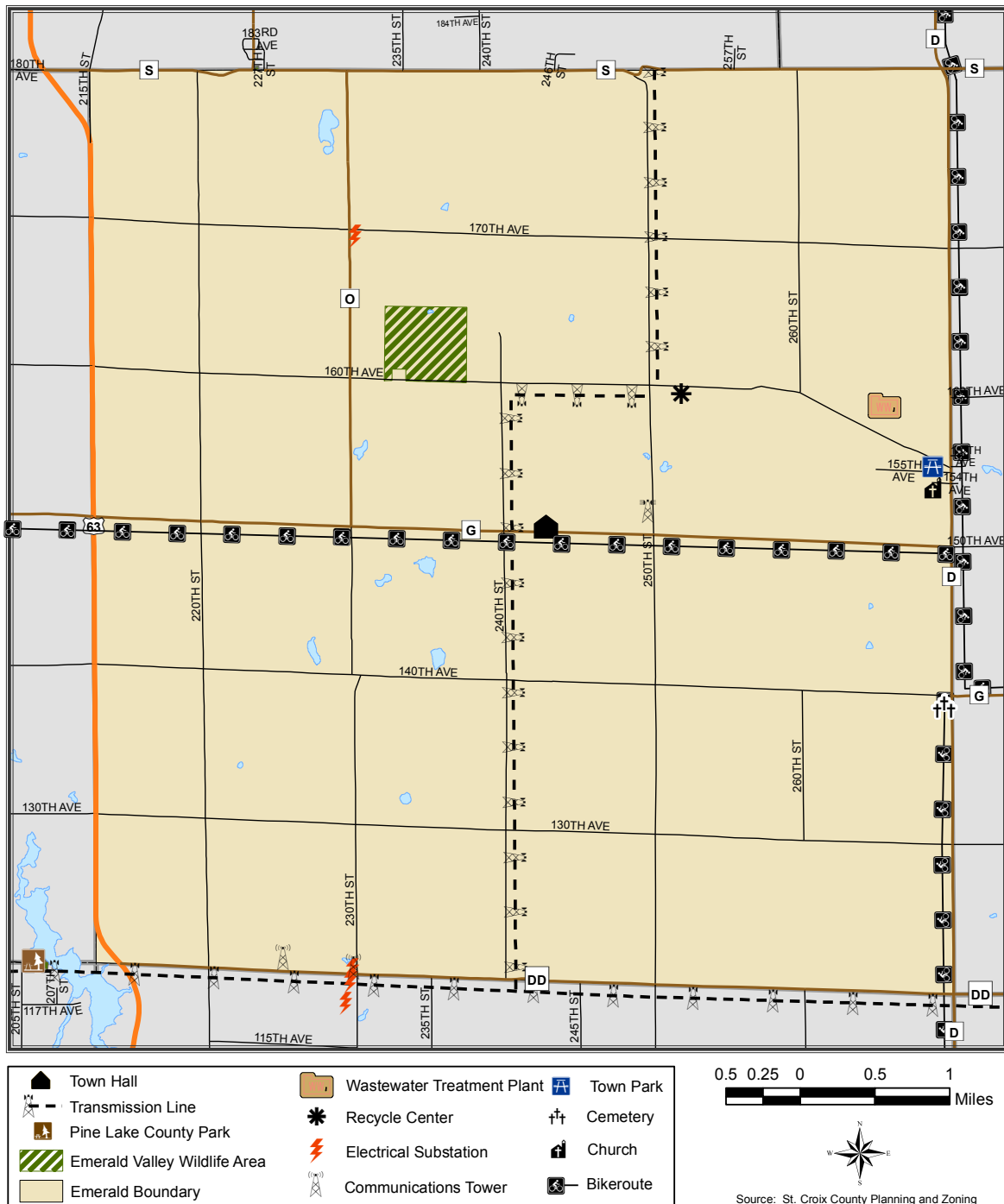
The Town of Emerald has maintained tracts of agricultural land for farms while balancing private property rights by allowing small residential lots and where appropriate renewable energy systems, such as wind turbines. The town has passed a resolution in support of the right to farm allowing farmers to spread manure when appropriate and operate farm machinery when necessary. Emerald encourages residential living in clustered developments that share small water and sewer systems.

UTILITIES AND COMMUNITY FACILITIES

EXISTING FACILITY ASSESSMENT

The Town of Emerald and Village of Deer Park are small rural communities. They do not provide extensive services for residents.

Emerald Utilities and Community Facilities



EMERALD UTILITIES & COMMUNITY FACILITIES GOALS, OBJECTIVES & POLICIES

Goal: Community facilities, services and utilities should focus on preserving the quality of life and satisfying core needs for public safety, health, education, social services, recycling, town facilities and recreation at reasonable cost.

Objectives:

1. Community facilities, services and utilities should support the town goals and plans for growth management including land use, natural resources and transportation systems.
2. Provide the appropriate level of community services, facilities and practices within the town, while striving for a low tax levy and maintaining the rural character of the town.
3. Promote the use of existing public facilities, and managed expansion to those facilities, to serve future development whenever possible.
4. Support quality and accessible parks and recreational facilities and services and maintain dedicated open space for all residents.
5. Protect the town's public health, natural environment and groundwater and surface water resources through proper siting and regulation of wells, water utility services, wastewater disposal systems, recycling and other waste disposal in accordance with town, county and state laws and regulations.
6. Establish and maintain open communications with public utilities.
7. Protect the lives, property and rights of all residents through intergovernmental cooperation in providing law enforcement, fire and ambulance services



The town park in the unincorporated community of Emerald serves all residents. Photo by Barbara Nelson.

Policies:

1. Consider the objectives and policies of this plan, as well as the general welfare of all residents, to determine whether new town services or expansions may be appropriate in the future.

2. Limit expenditure of public funds and incurrence of municipal debt for the construction or provision of municipal improvements and services usually associated with urban development.



Emerald Town Hall and highway maintenance facilities. Recreation facilities may be provided in the future. Photo by Rene' Speer.

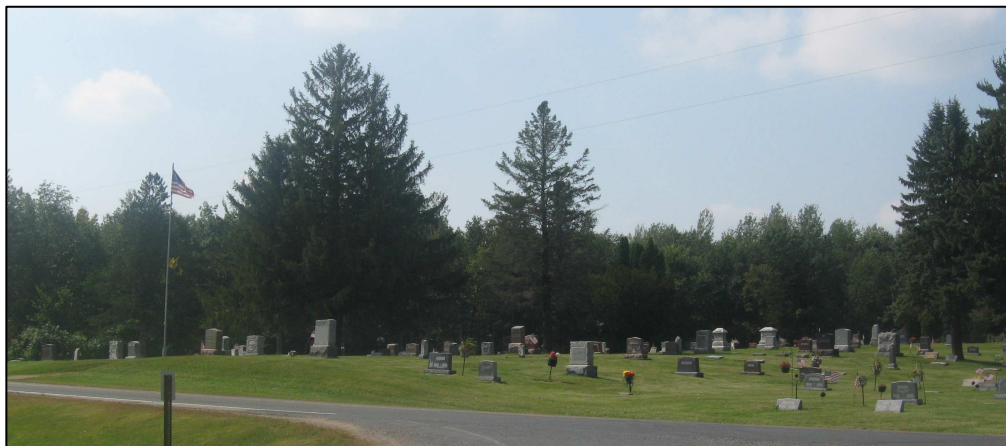
3. Provide services for town residents, including public road maintenance and snow plowing on town roads, emergency services (fire, police, and ambulance), solid waste disposal and recycling.
4. Provide recreation facilities at the town hall if sufficient land is available.
5. If the STH 63 Wayside is vacated by WisDOT pursue acquisition for a town park facility.
6. Continue to work with neighboring communities to provide recreation facilities and opportunities for town residents.
7. Provide support to local volunteer and community organizations through access to the new town hall facilities.
8. Encourage and support projects involving citizens and government or private organizations such as Wisconsin Department of Natural Resources, US Fish & Wildlife Service, Pheasants Forever, etc., to protect waterfowl and wildlife habitat in the Town of Emerald through acquisition. Areas such as the future Klatt-Lyon Wildlife Preserve on Hutton Creek, Upper Willow River wetlands, Emerald Lake, Yankee Pond and Carr Creek wetlands and native prairie sites provide surface and groundwater protection, are open to the public for some open space recreation and hunting activities and will improve and expand scenic amenities for town residents.
9. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
10. All new and replacement wells into the Jordan Aquifer shall be cased to a depth that goes below the Prairie du Chien aquifer. Work with Wisconsin Department of Natural Resources to notify well drillers of this requirement.

11. Consider adopting an ordinance to implement town impact fees on new development projects to offset additional expenses to the town for upgrading or expanding town parks, roads, services and facilities.
12. Provide public road maintenance, repair and replacement and snow plowing on town roads.



Town of Emerald recycling center and solid waste collection site at the former Town dump site. Photo by Rene' Speer.

13. Residents will continue to be responsible for contracting for private curbside solid waste and recycling collection and disposal. The town will continue to offer recycling and collection services at the former town dump site.
14. Work with and through St. Croix County (which serves as the town's Responsible Unit to implement the state recycling laws), to expand education, information, special collections and related services for recycling.
15. Contract with the Baldwin, New Richmond and Glenwood City ambulances for ambulance service and the United Fire & Rescue and Glenwood City fire departments for fire service for town residents.
16. Pursue the provision of joint services with neighboring municipalities when it will result in better services and/or cost savings.



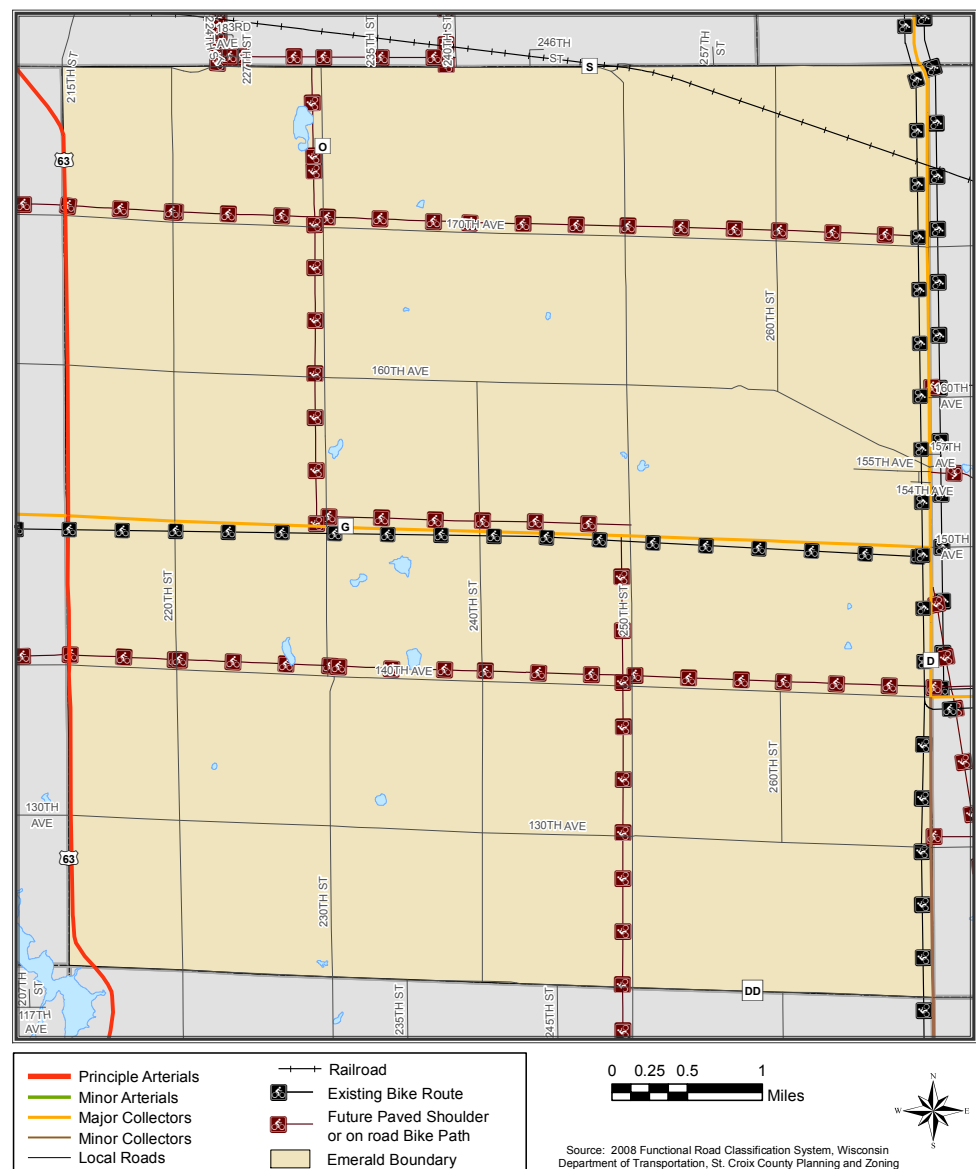
The Greenwood Cemetery, established in 1885, is maintained by the Greenwood Cemetery Association. Photo by Rene' Speer.

TRANSPORTATION

LOCAL & COUNTY TRANSPORTATION SERVICES

The transportation system of St. Croix County is a major factor in promoting, sustaining and directing the growth and development occurring in the county. It can have intended and unintended consequences on the manner in which a community grows; consequently, it should be addressed through planning. Planning can help manage transportation impacts by guiding and accommodating desired growth. Decisions about transportation improvements can affect land uses and land values. Similarly, economic, housing and land use decisions can increase or modify demands on transportation systems including highways, air, rail, pedestrian, bike and other modes. The Village of Deer Park and Town of Emerald are influenced by the easy access to the transportation system.

Emerald Transportation System



EMERALD TRANSPORTATION GOALS, OBJECTIVES & POLICIES

Goal: Emerald's transportation system should provide for the efficient and safe movement of people and goods; serve the planned land use pattern; minimize negative impacts such as congestion, noise and air pollution and meet the needs of multiple users and transportation modes.

Objectives:

1. Ensure that transportation system improvements are coordinated with land development decisions.
2. Maintain a cost effective level of service.
3. Continue to support agricultural use of the transportation system.
4. Coordinate multi-jurisdictional (town, village, city, county, state) transportation system improvements and maintenance in the Emerald area.
5. Provide for adequate road capacities and road conditions.
6. Consider the development of transportation system improvements for biking, hiking and other transportation modes.
7. Preserve the scenic value along certain roadways to protect and enhance Emerald's rural character.
8. Support and encourage the development of transportation system improvements for biking, hiking, and other transportation modes.

Policies:

1. Continue to update and implement the Pavement Assessment Surface Evaluation Report (PASER) program to provide for the upgrading and maintenance of town roads.
2. Work, both as a town and with St. Croix County, to properly place and maintain road signs in the town so that these signs are in compliance with the Federal Manual on Uniform Traffic Control Devices.
3. Work with county, state and private landowners in ensuring that road right-of-ways are clear of visual obstacles, particularly at road intersections. Road right-of-ways should be properly mowed and cleared.
4. Encourage bicycle traffic to utilize less traveled town and county roadways.



Rural town roads serve farms and residents and are ATV routes in Emerald. Photo by Rene' Speer.

5. Support the County Bicycle and Pedestrian Plan and the designated future route changes on county and town roads as shown on the Transportation map above; paved, signed shoulder on CTH D from 160th Avenue to 140th Avenue; shared roadway on the remainder of CTH D, portions of CTHs S and G, all of CTH O, 170th Avenue and 140th Avenue and 250th Street from CTH G to DD.
6. Consider adopting a road and driveway ordinance to establish design and construction standards, prevent new road construction, and prevent safety and drainage issues which may impact existing town roads, improve safety, decrease conflicts with agricultural and commuter traffic and prevent problems with joint driveways:



Rural town roads can be very scenic and are part of the rural character of Emerald. Photo by Barbara Nelson.

- a. Identify standards for town roads to safely serve multiple functions while retaining rural character.
- b. Protect the visual quality of scenic roadways through site planning, driveway location, landscaping, signage, and other standards.
- c. Prevent the layout of driveways across agricultural land in order to reach non-farm development, unless no other alignment is possible. Place driveways along property lines, fencerows, or existing vegetation wherever possible.
- d. Identify appropriate standards for use of joint or shared driveways.
7. Research and review options to protect scenic roadways through site planning, driveway location, landscaping, signage and other standards.
8. Consider requiring developers to provide bonds to repair damage to town roads caused by construction traffic.
9. Consider adopting an ordinance to implement town-road impact fees for new development projects that overburden or require the upgrading of town roads.
10. Discourage “side of the road” development on State and County highways to prevent congestion and preserve rural character.
11. Continue to communicate and work with St. Croix County, Wisconsin Department of Transportation, landowners and private developers on the U.S. Highway 63 corridor preservation project to limit development and help preserve the highway as a throughway.
12. Encourage St. Croix County to continue to provide transportation services for elderly and disabled residents.

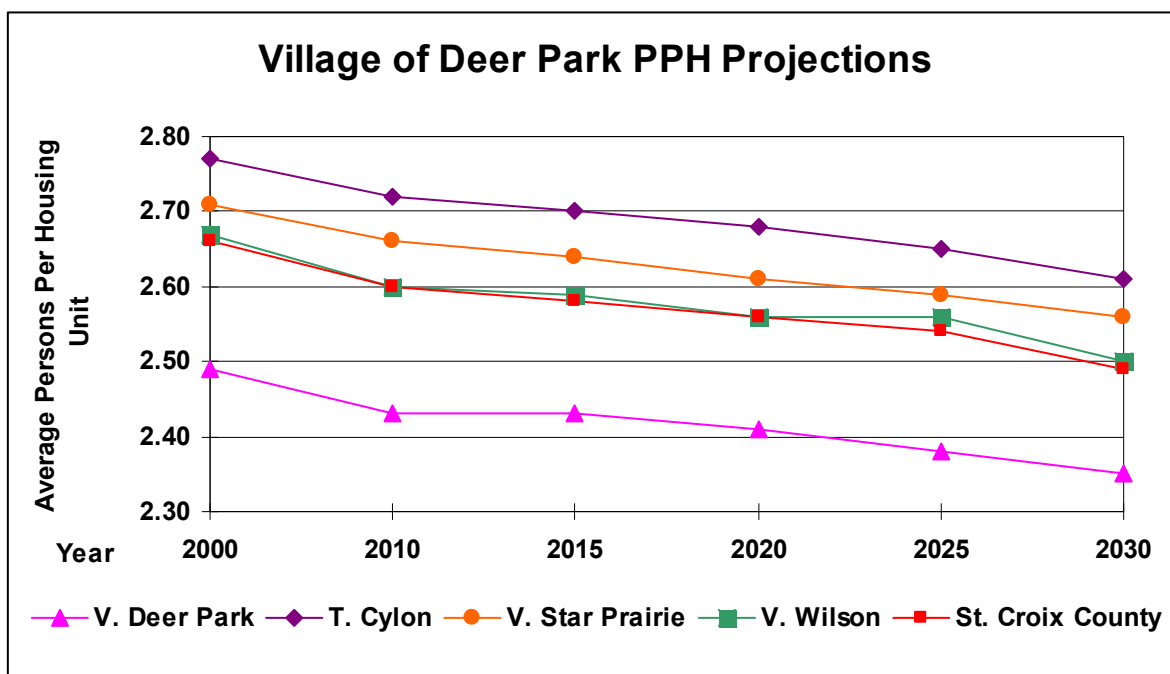
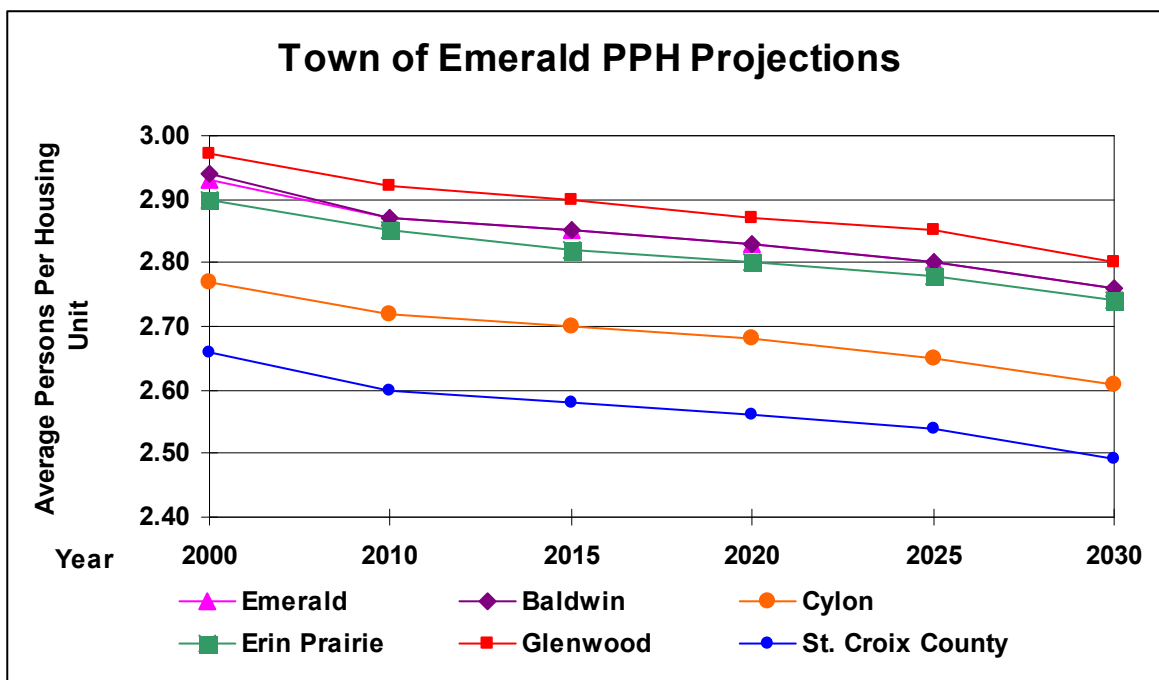
HOUSING

HOUSING GROWTH PROJECTIONS

Persons Per Housing Unit – 2000 to 2030 St. Croix County

MUNICIPALITY	CENSUS	ESTIMATE	PROJECTIONS				
TOWNS	2000	2005	2010	2015	2020	2025	2030
T Baldwin	2.94	2.93	2.89	2.86	2.83	2.82	2.77
T Cady	2.78	2.77	2.74	2.72	2.68	2.66	2.62
T Cylon	2.77	2.76	2.72	2.70	2.68	2.65	2.61
T Eau Galle	2.87	2.87	2.82	2.80	2.78	2.75	2.70
T Emerald	2.93	2.93	2.87	2.85	2.83	2.80	2.76
T Erin Prairie	2.90	2.88	2.85	2.82	2.80	2.78	2.73
T Forest	2.91	2.89	2.86	2.83	2.81	2.78	2.74
T Glenwood	2.97	2.96	2.92	2.90	2.87	2.85	2.80
T Hammond	3.02	3.00	2.96	2.93	2.91	2.89	2.84
T Hudson	3.17	3.16	3.11	3.09	3.07	3.04	2.99
T Kinnickinnic	2.90	2.89	2.84	2.82	2.80	2.77	2.73
T Pleasant Valley	2.97	2.94	2.89	2.90	2.87	2.85	2.80
T Richmond	2.95	2.94	2.90	2.87	2.85	2.82	2.78
T Rush River	2.91	2.89	2.85	2.84	2.81	2.79	2.74
T St. Joseph	2.86	2.85	2.80	2.78	2.76	2.73	2.69
T Somerset	2.85	2.84	2.80	2.78	2.75	2.73	2.69
T Springfield	2.84	2.83	2.78	2.76	2.73	2.72	2.67
T Stanton	2.85	2.84	2.80	2.78	2.75	2.73	2.69
T Star Prairie	2.82	2.81	2.77	2.75	2.73	2.70	2.66
T Troy	2.93	2.92	2.87	2.85	2.83	2.80	2.76
T Warren	3.10	3.09	3.04	3.02	3.00	2.97	2.92
VILLAGES/CITIES	2000	2005	2010	2015	2020	2025	2030
V Baldwin	2.33	2.32	2.28	2.26	2.25	2.23	2.19
V Deer Park	2.49	2.49	2.43	2.43	2.41	2.38	2.35
V Hammond	2.55	2.54	2.50	2.48	2.46	2.44	2.40
V North Hudson	2.63	2.62	2.58	2.56	2.54	2.52	2.48
V Roberts	2.47	2.46	2.43	2.40	2.39	2.37	2.33
V Somerset	2.45	2.44	2.41	2.39	2.36	2.35	2.31
V Star Prairie	2.71	2.70	2.66	2.64	2.61	2.59	2.56
V Spring Valley	2.46	1.50	1.50	1.50	1.00	1.50	1.50
V Wilson	2.67	2.66	2.60	2.59	2.56	2.56	2.50
V Woodville	2.37	2.36	2.33	2.31	2.29	2.27	2.24
C Glenwood City	2.48	2.47	2.43	2.42	2.40	2.37	2.34
C Hudson	2.35	2.34	2.30	2.29	2.27	2.25	2.21
C New Richmond	2.38	2.37	2.34	2.32	2.30	2.28	2.24
C River Falls	2.44	2.20	2.17	2.15	2.13	2.12	2.08
St. Croix County	2.66	2.64	2.60	2.58	2.56	2.54	2.49

Source: Wisconsin Department of Administration - 2008
Project communities are designated in bold type.



- The number of persons per housing unit has been declining for since the 1980s. That trend is expected to continue and is reflected in the declining rates for Emerald and Deer Park and the surrounding municipalities.
- The decline is a result of smaller families with fewer children, more households with no children, more single households, and elderly people living longer and remaining in their own homes longer.
- Emerald's persons per housing unit rate is very close to the surrounding towns, except Cylon. It is significantly higher than the County's which includes a greater number of

multi-family, rental and elderly housing options. It also reflects the strong farming background with traditionally larger families.

- Deer Park's persons per housing unit rate is significantly lower than the surrounding municipalities, similar sized villages and St. Croix County's. This may be due to the growing elderly population in the village and the decline in families with children.
- As population per housing unit continues to decline the town and village should evaluate its affect on provision of services such as road maintenance, school busing, access to health services, services for the elderly, etc.

Housing Growth Estimates – 2000 to 2009

St. Croix County Towns

MUNICIPALITY	CENSUS	WDOA EST.	ST. CROIX COUNTY ESTIMATED ADDITIONAL UNITS				
	2000	2005	01-04	05-09	01-09	TOTAL 00-09	15-YR AVG
Baldwin	307	327	37	27	64	371	6
Cady	255	283	41	28	69	324	7
Cylon	227	243	19	12	31	258	4
Eau Galle	307	347	66	47	113	420	11
Emerald	236	267	36	15	51	287	7
Erin Prairie	227	233	9	9	18	245	3
Forest	203	217	25	15	40	243	3
Glenwood	254	289	32	12	44	298	5
Hammond	314	507	287	110	397	711	29
Hudson	1,925	2,349	519	211	730	2655	88
Kinnickinnic	483	564	91	41	132	615	15
Pleasant Valley	145	163	16	17	33	178	4
Richmond	524	827	400	220	620	1144	45
Rush River	171	182	19	9	28	199	4
St. Joseph	1,193	1,295	131	90	221	1414	28
Somerset	927	1,145	335	119	454	1381	46
Springfield	285	324	40	22	62	347	8
Stanton	352	357	10	8	18	370	3
Star Prairie	1,006	1,205	225	75	300	1306	37
Troy	1,250	1,503	277	159	436	1686	47
Warren	426	499	75	41	116	542	14
St. Croix County Towns	11,017	13,126	2690	1287	3977	14,994	413

Source: U.S. Census Bureau 2000, WDOA 2008 and St. Croix County Planning & Zoning Department

- Additional information and indications of the rural housing growth since 2000 is available by looking at address numbers issued by the Planning and Zoning Department between 2000 and 2009. Data has been tracked since 1994, with the Town of Emerald averaging seven addresses issued each year. The vast majority of these addresses were for residential dwelling units but some were for agricultural, commercial, institutional or related uses.
- Development in Emerald increased somewhat the first half of the 2000 decade with just under 20 new units in 2001. Then the numbers dropped to around six units per year from 2002 to 2006.

- The second half of the decade was much slower as the economy spiraled downward and the new development activity decreased dramatically. Since 2006, the number of new units decreased to less than five per year.
- The recent downward trend throughout the County reflects the slowing of the housing and development markets and the nationwide economic recession.

Household Projections Numeric Growth -- 2000 to 2030

Deer Park – Emerald & Neighboring Communities

MUNICIPALITY	CENSUS	EST.	PROJECTIONS					# CHG
	2000	2005	2010	2015	2020	2025	2030	00-30
Emerald	236	267	295	328	362	394	425	189
Baldwin	307	327	345	368	392	411	430	123
Cylon	227	243	255	271	287	301	314	87
Erin Prairie	227	233	242	255	268	278	288	61
Glenwood	254	289	318	353	389	422	456	202
V. Deer Park	91	90	92	94	96	98	98	7
V. Star Prairie	212	235	260	290	321	350	378	166
V. Wilson	66	73	80	88	97	104	112	46
St. Croix County	23,410	28,506	32,970	38,126	43,517	48,709	53,975	30,565

Source: U.S. Census Bureau -2000 and Wisconsin Department of Administration 2008.

Household Projections Percentage Growth -- 2000 to 2030

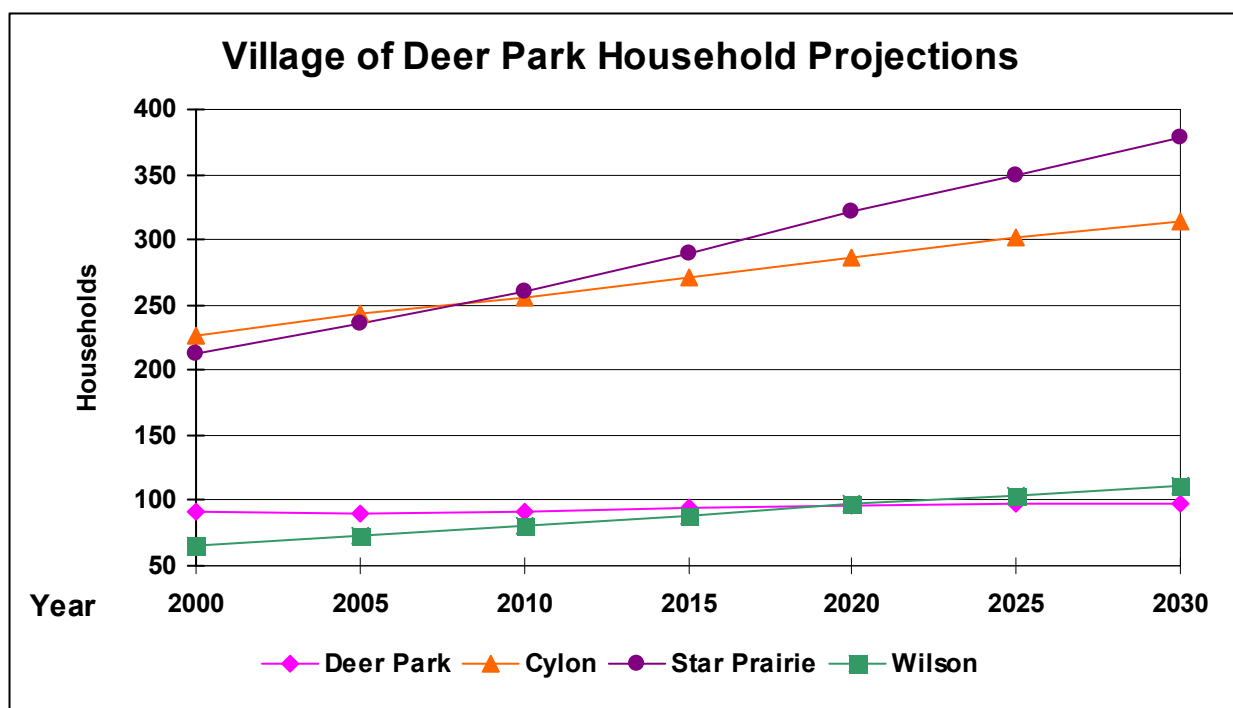
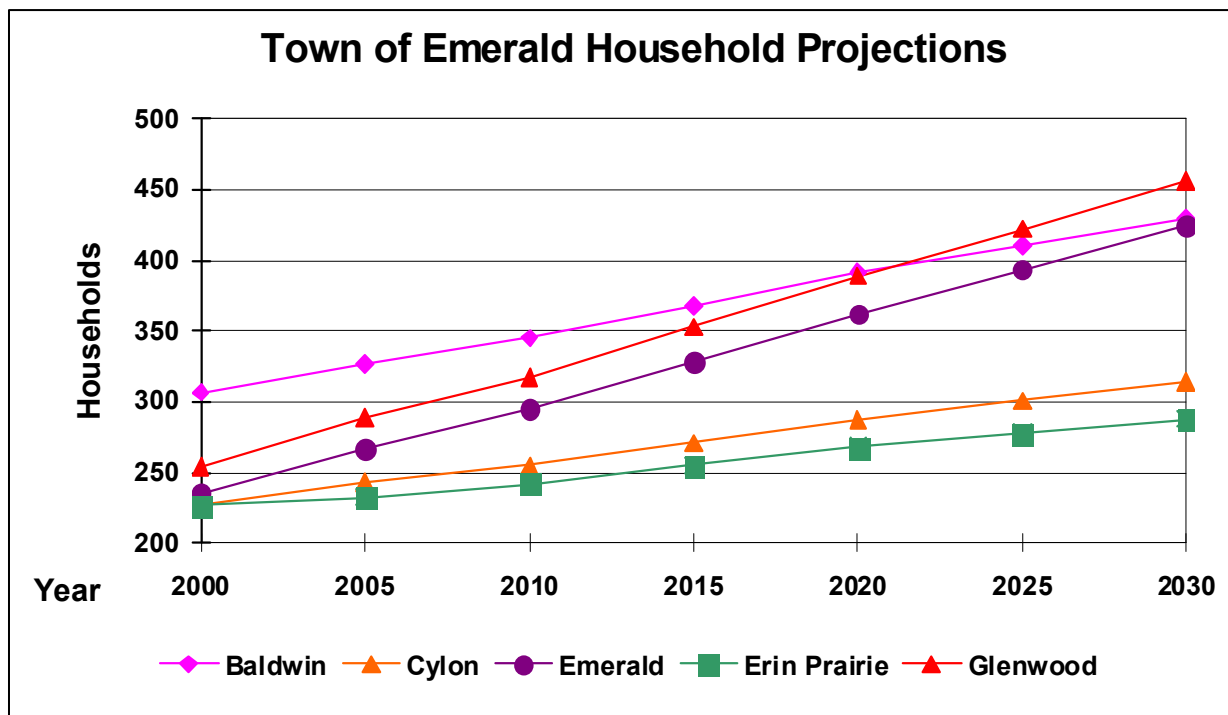
Deer Park – Emerald & Neighboring Communities

MUNICIPALITY	CENSUS	PERCENT CHANGE						
	2000	00-05	05-10	10-15	15-20	20-25	25-30	00-30
Emerald	236	13.1	10.5	11.2	10.4	8.8	7.9	80.1
Baldwin	307	6.5	5.5	6.7	6.5	4.8	4.6	40.1
Cylon	227	7.0	4.9	6.3	5.9	4.9	4.3	38.3
Erin Prairie	227	2.6	3.9	5.4	5.1	3.7	3.6	26.9
Glenwood	254	13.8	10.0	11.0	10.2	8.5	8.1	79.5
V. Deer Park	91	-1.1	2.2	2.2	2.1	2.1	0.0	7.7
V. Star Prairie	212	10.8	10.6	11.5	10.7	9.0	8.0	78.3
V. Wilson	66	10.6	9.6	10.0	10.2	7.2	7.7	69.7
St. Croix County	23,410	21.8	15.7	15.6	14.1	11.9	10.8	130.6

Source: U.S. Census Bureau -2000 and Wisconsin Department of Administration 2008.

- In 2008, the Wisconsin Department of Administration revised the housing projections to reflect the historic growth pattern and to also include changes in growth rates through 2005.
- The revised projections more accurately reflect the residential growth patterns throughout St. Croix County from 2000 through 2005 and are fairly aggressive.
- The recent slump in the economy and housing market may affect future projections but the exact impact will not be known until data from the 2010 census becomes available.
- Emerald is expected to experience strong housing growth over the next 25 years, an increase of almost 80 percent.
- The rate of growth is projected to be greater than most surrounding communities, but the actual amount will generally be very similar in Baldwin and Glenwood.

- Deer Park's housing projections are much more conservative, reflecting the community's lack of growth in the past.
- Deer Park's growth is much slower than similar communities like the villages of Star Prairie and Wilson.



EMERALD HOUSING GOALS, OBJECTIVES & POLICIES

Goal: Safe, affordable, quality housing for all Town of Emerald residents while maintaining a predominantly rural residential character.

Objectives:

1. All housing should be located and sited to fit into the landscape and enhance and maintain rural character.
2. All housing should be well designed and properly maintained.
3. Encourage high quality construction standards for housing.
4. Encourage owners to maintain or rehabilitate the existing housing stock.
5. Encourage development of single family housing sites in the town that meet the needs of persons within a variety of income levels and age groups.
6. Multi-unit or multiple-dwelling housing and mobile home parks are not compatible with the rural character of the town.

Policies:

1. Plan for developable land for housing in areas consistent with town policies and of densities and types consistent with this plan.
2. To ensure high quality construction, require all housing construction to comply with the State of Wisconsin Uniform Dwelling Code. Enforce the Uniform Dwelling Code as needed.
3. Encourage small-lot residential development of two to 10 acres to promote rural character and protection of agricultural and natural resources.
4. Prohibit major subdivisions in Emerald; defined as the creation of five or more lots on the same parcel of land within a five-year period.
5. Adopt a town land division ordinance to implement the goals, objectives and policies of this plan and regulate the pace and type of development.



This older side-gabled farm house structure demonstrates the maintenance and remodeling of existing housing in the Town of Emerald. Photo by Barbara Nelson

6. New mobile home parks and multi-unit dwellings do not fit the town's rural character and should not be allowed. Multi-unit, multiple dwelling housing or a mobile home park consists of three or more units in a structure or on a lot.
7. Develop land use regulations to guide the location of future residential development and protect important features of the natural environment without making existing houses nonconforming whenever possible.
8. Encourage site design that achieves rural character and farmland preservation objectives and ensures that development is safe from saturation, seasonal flooding or ponding.
9. The town may participate in and support programs and funding sources that provide assistance to residents in maintaining and rehabilitating the housing stock.
10. Encourage use of the Community Development Block Grant (CDBG) funds, and other housing program funds, to provide, maintain and rehabilitate housing.
11. Support home-based businesses where there will be no impact on surrounding properties or farm operations.
12. Work with St. Croix County to maintain property to ensure a high-quality living environment within all residential areas and to address violations of applicable land use ordinances on residential, commercial and other properties.
13. Work with St. Croix County on the St. Croix County Animal Waste and the Zoning ordinances to improve relationships and operations between large-scale farms and nearby existing residences.
14. Work with St. Croix County to update land use regulations to require that relocated houses, manufactured housing, and mobile homes are sited on freestanding, separate parcels, are secured to a permanent, frost-free foundations, have minimum width and living space area for each unit and are brought into compliance with the Uniform Dwelling Code to provide safe, quality housing.



New and existing rural residential housing in Emerald. Photo by Barbara Nelson.

ECONOMIC DEVELOPMENT

The economy of a community can be an important determining factor driving land use and development. The incomes of Deer Park and Emerald residents are directly related to employment and other economic opportunities, and employment is dependent on the local and county economies. Property values and taxation rates can reveal economic trends and relative differences between communities.

TYPES OF LOCAL EMPLOYMENT

Commercial/Industrial Operations & Employment -- 2009 Town of Emerald

OPERATION/EMPLOYER	ESTIMATED EMPLOYMENT	PRODUCT
Aaron Bazille	1 FT	Commercial Storage Units & Construction
Ricky Borowicz	1 FT	Concrete Pumping
Circle H Plant Ranch	3 FT, 2 PT +	Seasonal Greenhouse & Related Products
Emerald Dairy	26 FT	Milk & Milk Products
Emerald Edge Holsteins, Dean Wink	3 FT, 2 PT	Dairy & Grain
Emerald Recycling Center	1 PT	Recycling Collection Services
Emerald Town	1 FT, 5 PT	Road Maintenance, Clerk, Treasurer & Supervisors
Emerald United Methodist Church	1 FT	Religious Services
Emerald Vineyard Estate	1 PT	Grape Production for Wine
Harley & Jude's Emerald Inn	2 FT	Alcohol & Food Sales & Service
Hurtgen Trucking	1 FT	Livestock Trucking Services
Hutchinson Trucking	1 FT, 1 PT	Trucking Services
Landscape Seeds & Services	1 FT, 4 PT	Natural Resources Consultant/ Field Services
Milestone Materials - Mathy Construction	1 FT	Non-metallic Mining – Limestone Quarry
Smith Electric	1 FT	Electrical Services
Tovar Consulting	1 FT	Consulting Services
University of Minnesota Training Facility	1 FT	Wholesale Ag Products
Wink Dairy Farms, LLC	2 FT	Milk & Milk Products
Winkview Dairy	2 FT	Dairy & Grain
Total 19	49 FT, 16 PT	

Source: Emerald Plan Commission Members

- Employment in the Town of Emerald consists of four commercial businesses, three government facilities, six agricultural operations, three contractor-storage yards, two home occupations and one church.
- Most employment in Emerald centers around agricultural operations or services.

EMERALD ECONOMIC DEVELOPMENT GOALS, OBJECTIVES & POLICIES

Goal: Emerald will encourage a variety of economic development opportunities appropriate to the resources and character of the town. Industrial and large-scale commercial development should be directed to St. Croix County's urban centers. Rural economic development should be focused on agricultural and forestry-based opportunities and commercial development with minimal infrastructure needs.

Objectives:

1. Direct high density development and other more intense land uses to locate where public utilities are available.
2. Focus economic development efforts on farming and farm-related businesses.
3. Consider the conservation of non-renewable resources and the rural character when evaluating a commercial development request.
4. Retain and help existing farms and businesses grow.
5. Encourage the redevelopment and reuse of the town's existing commercial sites.
6. Prevent unplanned, continuous strip commercial development along major roadways.
7. Support home-based businesses where there will be no impact on surrounding properties.

Policies:

1. Direct intensive, large-scale commercial and industrial land uses to locate in urban centers where municipal services are available.
2. Work with businesses and farm operators to maintain and protect the air quality, water quality and rural character of Emerald.
3. Support the continued operation and/or expansion of existing farms and businesses in Emerald.
4. Encourage some additional commercial expansion or new businesses in unincorporated Emerald when available sewer service is utilized.
5. Support the economic health of production agriculture in the town.
6. Work with St. Croix Economic Development Corporation to assist in locating potential new agriculture-related businesses.



Emerald Dairy, with 26 full-time employees, is the Town's largest employer.
Photo by Rene' Speer.

7. Support home-based businesses where there will be no impact on surrounding properties or farm operations.
8. Discourage “side of the road” development on State and County highways to prevent congestion and preserve rural character.
9. Encourage business signage, landscaping, and lighting that is compatible with the rural character of Emerald.
10. Support agriculture-compatible commercial uses such as rural storage operations in ag-type structures or to reuse existing ag buildings, direct-farm marketing, farmer’s market and greenhouses or nurseries.



Local businesses, such as the, Circle H Plant Ranch greenhouse and the vineyards on 250th Street, are compatible with the agricultural base and rural character of Emerald. Photos by Barbara Nelson.



11. Encourage alternative agriculture such as fruit and vegetable farms in the town, designed to supply food to farmers’ markets and grocery stores in the region’s urban areas.
12. Require the disclosure of any soil or groundwater contamination on sites before approving development proposals and work together with private landowners and government agencies to clean up contaminated sites that threaten the public health, safety and welfare.

AGRICULTURAL RESOURCES

There are many different aspects of agriculture which could be evaluated as part of a discussion of this resource, farming practices, economic impacts, rural interaction and aesthetics just to name a few. In evaluating those which can be influenced by local decision-makers, however, it becomes immediately apparent that state and national policies have more impact on the future of agriculture than local land-use decisions. In spite of state and national influences, agriculture is still very important at the local level, whether as a “way of life,” due to job impact, as a tax base or because of the aesthetic values of the rural scene.

AGRICULTURAL LANDS

Prime farmland is the land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated land, pasture, woodland or other land, but it is not existing urban and built-up land, or water areas. The soil qualities, growing season, and moisture supply are factors needed for a well-managed soil to produce a sustained high-yield of crops in an economic manner. Prime farmland produces the highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment. Historically, soils that fall into classes I, II, and III of the Soil Conservation Service's capability unit classification system are considered prime agricultural lands. The value of these lands for agriculture is associated with not only their soil class, but also with their size, present use and any regulatory framework for their protection.

SUITABILITY FOR AGRICULTURE

The United States Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS), in establishing a uniform, national identification of productive farmlands, created a soil classification system that categorizes soils by their relative agricultural productivity. There are two categories of highly productive soils; national prime farmland and farmland of statewide significance. National prime farmland is well suited for the production of food, feed, forage, fiber and oilseed crops, and has the soil qualities, available moisture and growing season required to produce economically sustained high yields of crops when properly managed. Farmland of statewide significance are those lands, in addition to national prime farmland, which are of statewide importance for the production of food, feed, forage, fiber and oilseed crops. Soils that fall into classes I, II, and III of the Natural Resources Conservation Service's capability unit classification system are considered prime agricultural lands.

In 1981, NRCS developed a new system for evaluating agricultural lands, “Land Evaluation and Site Assessment,” (LESA) which uses more detailed considerations of soil capability and potential yields, and provides for the assessment of factors beyond soil productivity in the determination of agricultural potential. The system is now widely used throughout the U.S. The LESA system presents the opportunity to define agricultural lands that have the most productive potential.

LAND EVALUATION AND SITE ASSESSMENT FOR AGRICULTURE

The Land Evaluation and Site Assessment (LESA) system is a point-based approach that is generally used for rating the relative value of agricultural land resources. In basic terms, a given LESA model is created by defining and measuring two separate sets of factors. The first set, **Land Evaluation**, includes factors that measure the inherent soil-based qualities of land as they relate to agricultural suitability. The second set, **Site Assessment**, includes factors that are intended to measure social, economic and geographic attributes that also contribute to the overall value of agricultural land. While this dual rating approach is common to all LESA models, the individual land evaluation and site assessment factors that are ultimately utilized and measured can vary

considerably, and can be selected to meet the local or regional needs and conditions a LESA model is designed to address. The LESA methodology lends itself well to adaptation and customization in individual states and localities. Also in addition to ranking soils for agricultural potential, the LESA system can provide a systematic and objective way to evaluate and numerically rank soils for their relative value for any specific use.

The Land Evaluation and Site Assessment (LESA) system is an analytical tool used to assist decision makers in comparing agricultural sites based on their agricultural value. The LESA system provides an objective and consistent tool to aid decision-makers in evaluating the relative importance of specific sites for continued agricultural use. In this sense, it is a tool for determining the best use of a site. While in some cases the best use may be some type of development, there are many other situations where the best use is to remain in agriculture. Also, there may be instances where the land is not suitable for agriculture, but neither is it a suitable location for development. In such situations, the LESA system is a valuable tool for determining the use with the least detrimental impact to the environment, economy and aesthetics.

As noted earlier, there are two components to the LESA system; the **Land Evaluation (LE)** portion of the system, which is based on soils and their characteristics, and the **Site Assessment (SA)** portion of the system, which rates other attributes affecting a site's relative importance for agricultural use. The Land Evaluation portion is stable and unchanging because the soils do not change and the data relative to those soils takes a long time to accumulate. The Site Assessment is dynamic and changes on a continual basis because there are regular changes in development, property ownership, roadway improvements, sewer expansions, etc. happening throughout an area.

A LESA system was developed for St. Croix County by a committee consisting of members of the Land and Water Conservation and Planning and Zoning committees; citizens; town officials; county staff from the Land and Water Conservation, Zoning and Planning departments; and NRCS staff. A detailed manual describing how the County's LESA system works and how it was developed is available from the St. Croix County Land Conservation Department. As an appropriate base of information for the agricultural productivity of land in the Town of Emerald only the Land Evaluation component of LESA is discussed here.

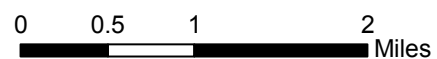
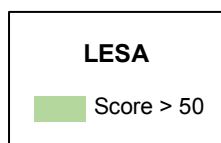
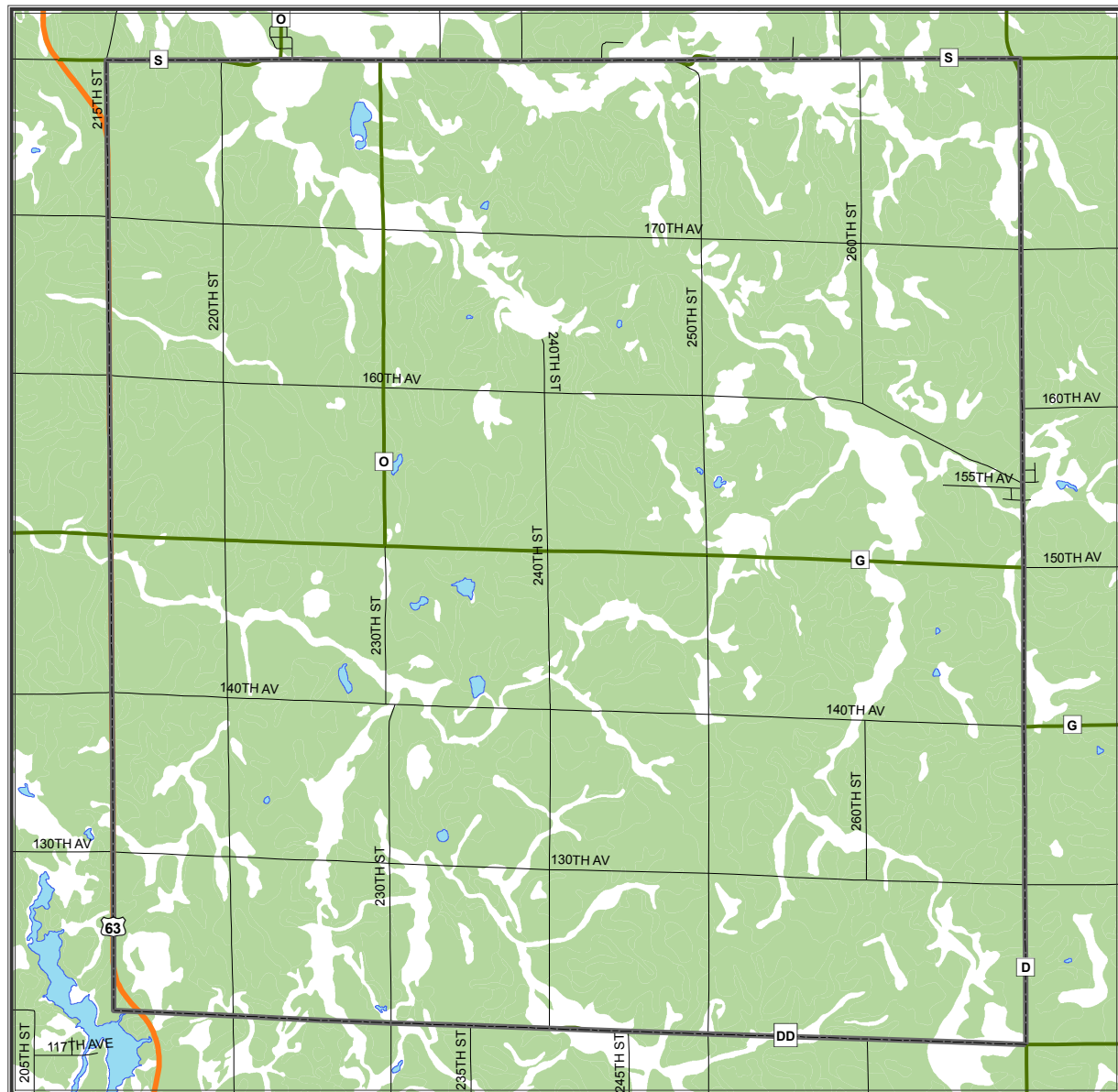
Many physical and chemical soil properties are considered in the LE rating, either directly or indirectly, including soil texture and rock fragments, slope, wetness and flooding, soil erodibility, climate, available water capacity, pH (alkalinity versus acidity), and permeability. Three soil property indexes are combined to produce the LE soil component rating, Productivity Index for corn and alfalfa, Land Capability Class and National Prime Farmland. This produces a rating that reflects the most important soil considerations for agricultural use in St. Croix County. Higher numbers mean greater value for agriculture. LE ratings reflect this productivity potential, as well as the economic and environmental costs of producing a crop. Possible LE ratings range from 0 to 100.

The LESA Committee with assistance from the St. Croix County Land Conservation Department and the District NRCS Soil Scientist selected soils with a score of 50 or more as the soils with agricultural production potential. The Potentially Productive Agriculture Map of the Physical Features map series depicts the LESA Agricultural Soils with a score of 50 or more. Please see the map below.

The LESA system is very flexible. It could be adapted to fit the needs of decision-makers at the local level. Procedures, and information on developing entire LESA systems, are in guidebooks, manuals and other literature, which are available from the NRCS. Local decision-makers can use the guidance to develop a LESA system, which evaluates land, based on local objectives for

preservation and management. The Town of Emerald may want to address potential application of the LESA system in its goals, objectives and policies and may want to explore and evaluate its potential use within the town as part of the implementation section.

Potentially Productive Agriculture Land Town of Emerald



Emerald Boundary

SOURCE: NRCS & St. Croix County LESA

WORKING LANDS INITIATIVE

The Wisconsin Working Lands Initiative was passed as a part of the state's 2009-2011 biennial budget process. The initiative can be found primarily in Chapter 91 of the Wisconsin State Statutes. The goals of the initiative is to achieve preservation of areas significant for current and future agricultural uses through successful implementation of these components:

- Expand and modernize the state's existing farmland preservation program.
- Establish agricultural enterprise areas (AEAs)
- Develop a purchase of agricultural conservation easement matching grant program (PACE).

Expand And Modernize The State's Existing Farmland Preservation Program

- Modernize county farmland preservation plans to meet current challenges
- Provide planning grants to reimburse counties for farmland preservation planning
- Establish new minimum zoning standards to increase local flexibility and reduce land use conflicts; local governments may apply more stringent standards
- Increase income tax credits for program participants
- Improve consistency between local plans and ordinances
- Simplify the certification process and streamline state oversight
- Ensure compliance with state soil and water conservation standards
- Collect a flat per acre conversion fee when land under farmland preservation zoning is re-zoned for other uses

Establish Agricultural Enterprise Areas

- Maintain large areas of contiguous land primarily in agricultural use and reduce land use conflicts
- Encourage farmers and local governments to invest in agriculture
- Provide an opportunity to enter into farmland preservation agreements to claim income tax credits
- Encourage compliance with state soil and water conservation standards

Develop A Purchase Of Agricultural Conservation Easement (Pace) Grant Program

- Protect farmland through voluntary programs to purchase agricultural conservation easements
- Provide up to \$12 million in state grant funds in the form of matching grants to local governments
- and non-profit conservation organizations to purchase agricultural conservation easements from willing sellers
- Stretch state dollars by requiring grants to be matched by other funds such as federal grants, local contributions and/or private donations
- Establish a council to advise the state on pending grants and proposed easement purchases
- Consider the value of the proposed easement for preservation of agricultural productivity, conservation of agricultural resources, ability to protect or enhance waters of the state, and proximity to other protected land
- Ensure consistency of state-funded easement purchases with local plans and ordinances

The Working Lands Initiative is less than a year old and is still in the development stage. Up-to-date information is available from the State's website:

www.datcp.state.wi.us/workinglands/index.jsp.

FARMLAND PRESERVATION & EXCLUSIVE AG ZONING

This section would not be complete without a discussion of farmland preservation and exclusive ag zoning in St. Croix County. In 1980 the St. Croix County Board of Supervisors adopted a Farmland Preservation Plan. The Plan was intended to guide development away from the most valuable agricultural resources in the County. The plan was written with extensive input from citizens and local officials, especially towns. The Farmland Preservation plan identified several tools for farmland protection. The only tool that was implemented was exclusive ag zoning. The other tools, identifying growth areas and setting development density in conjunction with smaller lot sizes, were not accepted. The plan was developed between 1978 and 1980 as a result of development pressures that had been accelerating since 1975. A Farmland Planning Advisory Committee was formed in September 1977. This committee met monthly for two years to apply for a grant, and develop the farmland preservation plan.

It is interesting that 25 years ago citizens were concerned with the same issues that are discussed today. The following are quotes from the 1980 Farmland Preservation Plan that illustrate some of the discussions and conclusions.

"Alarmed by rapid changes in the landscape, residents have expressed concern for controlling development."

"The survey results confirm popular support for land use planning to preserve farmlands."

"Development in rural areas has resulted in repeated conflicts between farm and nonfarm neighbors—complaints by nonfarm residents about odor and noise, increased valuations on farmland which can't be offset by increased production, dogs running loose bothering livestock—to name a few."

"A farming area can comfortably withstand a certain amount of development. However, when the balance shifts away from agriculture, farmers left in the area often lose the alternative to continue farming. Farm service businesses move out of local communities and farmers find themselves having to drive several miles to replace parts, repair machinery and obtain supplies."

"There are also social and environmental costs of rural nonfarm development."

"From an environmental standpoint, land, once developed, is essentially lost forever to agriculture. ... Land being a finite resource, wise stewardship would dictate that the most productive land be saved to produce food for this and future generations."

"In St. Croix County, there is still time to take measures to protect land and guarantee an agricultural community for future generations."

"Throughout the last five years (from 1975 to 1980) citizen interest has been the key moving force behind the concern over loss of farmland, and the planning process."

"The entire farmland preservation issue was initiated by citizens. Citizens have fostered measures to preserve agricultural land through the Task Force and the Advisory Committee."

"There are many hard questions to be answered. The public good must be weighed against the presumed right of owners to use the land however they, as individuals, see fit."

In a review of the community input from that time, it is clear that a substantial majority of rural residents supported protection of agricultural resources. Prior to 1974, St. Croix County ordinances required public sewer and water for all lots between one and five acres in size. In 1974, the County enacted a new set of ordinances that allowed one acre unsewered lots and set

distinct requirements for minor and major subdivisions. As a result of these changes rural residential lot creation rose dramatically between 1975 and 1979. As a result, many towns took several steps to slow residential development.

The towns of Baldwin, Cylon, Kinnickinnic, Stanton and Warren adopted subdivision ordinances prohibiting major subdivisions unless they were located on municipal sewer and water. The towns of Cylon, Stanton, Baldwin, and Pleasant Valley also adopted larger lot size provisions in subdivision ordinances. Finally, the towns of Cylon, Stanton, Star Prairie, Somerset, St. Joseph, Erin Prairie, Baldwin, Troy, Pleasant Valley, Rush River and Eau Galle implemented exclusive agricultural zoning, in conjunction with the County. In one case the adoption of exclusive ag zoning occurred even before the Farmland Preservation Plan was adopted by St. Croix County. The Town of Emerald chose not to adopt a subdivision ordinance or exclusive ag zoning anywhere in the town.

Historically there has been some confusion about the difference between exclusive agricultural zoning, farmland preservation contracts and the income tax incentive associated with each. The farmland preservation contracts are a contract between the farmer or landowner and the state, in return for agreeing not to develop his land the owner gets tax rebates based on a formula. The tax rebates are increased if a farmland preservation plan is adopted and certified by the state.

The farmland preservation plan was certified by the state for most of the towns in St. Croix County. Under the contract, the landowner can not get 100 percent of the formula; he can only get 50 or 70 percent.

Exclusive agriculture zoning is also based on the farmland preservation plan, and it is adopted by ordinance enacted by both the town and county. With exclusive ag zoning, a landowner may receive tax rebates at 100 percent of the formula. The chart at right shows the amount of land in exclusive agricultural zoning in Emerald and the other towns in St. Croix County.

***Acres in Exclusive Ag Zoning -- 2009
St. Croix County***

TOWN	EXCLUSIVE AGRICULTURE		AG RESIDENTIAL	
	ACRES	% OF TOWN	ACRES	% OF TOWN
Baldwin	14,827	71.8%	5,257	25.5%
Cady	0	0.0%	0	0.0%
Cylon	14,641	63.1%	4,855	20.9%
Eau Galle	4,958	23.6%	15,687	74.8%
Emerald	0	0.0%	22,385	100.0%
Erin Prairie	19,806	86.9%	2,231	9.8%
Forest	0	0.0%	0	0.0%
Glenwood	0	0.0%	21,985	93.2%
Hammond	0	0.0%	20,943	98.9%
Hudson	0	0.0%	10,969	68.2%
Kinnickinnic	0	0.0%	22,070	98.2%
Pleasant Valley	8,718	75.6%	2,615	22.7%
Richmond	0	0.0%	19,249	93.2%
Rush River	9,254	81.3%	1,462	12.8%
Somerset	4,922	15.8%	25,270	81.4%
Springfield	0	0.0%	21,252	96.8%
Stanton	17,919	84.3%	1,196	5.6%
Star Prairie	3,547	17.5%	16,375	80.9%
St. Joseph	1,821	8.2%	18,405	83.3%
Troy	10,899	45.9%	12,598	53.1%
Warren	0	0.0%	21,332	96.2%
St. Croix County	111,782	25.0%	266,260	59.6%

Source: St. Croix County Planning & Zoning 2009

EMERALD AGRICULTURE GOALS, OBJECTIVES & POLICIES

Goal: Protect agricultural resources and preserve farming as the economic base and the town's agricultural character while allowing limited residential development.

Objectives:

1. Maintain agriculture as the major economic activity and way of life within the town.
2. Manage the rate of development to help limit conflicts between agriculture and non-farm land uses and control the conversion of agricultural land to other uses.
3. Allow development in location, forms and densities, which supports the preservation of agriculture, open space and maintains a distinctive rural community.
4. Encourage individuals to consider land preservation programs to preserve productive farmlands for continued agricultural use.
5. Encourage traditional and nontraditional farming.
6. Develop and support policies that strengthen and maintain a farm operator's right to farm with farm practices that do not threaten public health or safety.
7. Protect surface and groundwater quality.



Emerald supports the continued operation and expansion of existing farms in the town.
Photo by Barbara Nelson.

Policies:

1. Support the continued operation and/or expansion of existing farms and ag businesses in Emerald.
2. Support land preservation programs such as farmland tax credits, use-value assessment, farmland preservation zoning, agricultural enterprise areas, purchase of agricultural conservation easements (PACE), etc. to sustain the continued use of land for farming and agriculture as the economic base and major land use in the Town of Emerald.
3. Encourage St. Croix County to develop programs such as voluntary purchase of development rights, transfer of development rights and purchase of conservation easements to preserve productive farmland.
4. Develop and support policies that strengthen and maintain a farm operator's right to farm with farm practices and associated smell, noise, and dust, that do not threaten public health or safety.

5. Encourage alternative agriculture such as fruit and vegetable farms in the town, designed to supply food to farmers markets and grocery stores in the region's urban areas.
6. Promote agricultural and development practices which protect surface and ground water quality, including proper erosion control, manure management, and storm water management strategies.
7. Work with St. Croix County on the St. Croix County Animal Waste and the



Emerald Dairy, milking about 1,600 cows, is one of the largest dairies in St. Croix County. The site also includes a calf-raising facility & an educational facility. Photo by Rene' Speer.

Zoning ordinances to improve relationships and operations between large-scale farms and nearby existing residences.

8. Promote use of the forestry "best

management practices" as minimum standards for logging and encourage forest landowners to enroll in the State's Managed Forest Land Program to promote further value for timber and wildlife.

9. Encourage development to locate away from environmentally sensitive areas and productive farm and forest lands.
10. Consider the impacts on wildlife habitat, potential locations of rare plant and animal species and archeological sites prior to approving any changes in land use.

11. Develop a Town of Emerald Rural Living Guide insert to provide information to new and existing residents about living in the town.

12. Provide copies of both Emerald's insert and the St. Croix County



Corn harvesting in Emerald with associated dust. Photo by Barbara Nelson.

Rural Living Guide, which outlines the traditional community norms and expectations for rural residents, to all new residents as part of the property development /purchase and/or building permit /inspection process.

NATURAL RESOURCES

The Town of Emerald and Village of Deer Park have a rich natural history, which is the basis for their present physical characteristics. Over 100 years of human settlement and resource use have altered these physical characteristics of the landscape. The people who reside in it value the natural environment and the physical influences that make up the rural landscape. Natural features are important to consider when planning for future uses. The rural character of Deer Park and Emerald is an important consideration as well. This inventory of the physical features of the town and village describes the impacts of development on those features, and provides an analysis of systems that might be employed to mitigate the impacts of possible development on the landscape.

COMPREHENSIVE ENVIRONMENTAL RESOURCE PROTECTION

Environmental corridors offer a mechanism to identify, evaluate and devise protection or management strategies for the most apparent valued resources in the county. However, considering environmental corridors does not address the overall natural resource base of the county including surface or ground water quality, fisheries, wildlife, manageable forests and the diversity of plants and animals.

The environmental corridors mechanism does not address retaining agriculture and rural character, managing stormwater better, preserving or creating a sense of place, and reducing infrastructure costs.

Rural residential development has the potential for creating the greatest impacts on the landscape of the Town of Emerald. There are development patterns which are sensitive to the environmental resources and unique landscape contained in potential development sites which can address other issues, such as retaining agriculture and rural character, preserving or creating a sense of place, and reducing infrastructure costs.

Existing subdivision controls and zoning only provide for the distribution of roughly equal sized lots, which consume virtually the entire site, leaving no open space. Conventional subdivisions developed under these existing regulations are typically characterized by houses with mostly views of other houses.

Open Space or Conservation Design Subdivision is an alternative site design technique which takes into account the individual environmental and landscape characteristics of the site, provides the same number of housing units built on smaller lots, and accommodates a variety of desirable objectives, including setting aside substantial amounts of open space, protecting environmental features and wildlife habitat, preserving rural character and scenic views, accommodating better stormwater management, preserving agricultural land, allowing shared wells and on-site wastewater treatment, creating a sense of place, and reducing the amount of roads and other infrastructure.

Through the management or, where necessary, prohibition of development in environmental corridors, and the flexibility of open space or conservation site design, there is the potential to dramatically reduce the negative impacts of development on the towns' natural resource base, scenic quality and rural character.

EMERALD NATURAL RESOURCES GOALS, OBJECTIVES & POLICIES

Goal: To preserve, protect, enhance and carefully use precious natural resources in the Town of Emerald.

Objectives:

1. Recognize the environment as an integrated system of land, water and air resources, the destruction or disturbance of which can immediately affect the community by creating hazards, destroying important public resources and habitat, or damaging productive lands and property.
2. Preserve Emerald's most important and sensitive natural resources and areas.
3. Protect and improve the quality of the surface water and groundwater within the town.
4. Identify and protect unique natural resources such as floodplains, wetlands, steep slopes, and woodlands and encourage the use of soil conservation practices.
5. Allow development that protects environmentally sensitive areas, natural resources and productive forest lands.
6. Preserve the town's scenic beauty, heritage and archeological resources.
7. Engage in intergovernmental cooperation to protect natural resources.

Policies:

1. Guide the location and design of development to minimize any adverse impact on the quality of surface waters, aquifers, wetlands, steep slopes, woodlands, prairie and agriculture.



Sinkholes, such as this one on the west side of 230th St. south of CTH G, are found throughout the Town of Emerald. They are caused by the town's karst topography and need to be protected because they are a direct conduit to the town's groundwater. Photo by Barbara Nelson.

2. Preserve and protect natural landscape features such as wetlands, floodplains, streams, lakes, steep slopes, woodlands, prairies and oak savannas as essential components of the hydrologic system, valuable wildlife habitat and focal points of natural beauty and recreation.

3. Consider protection and enhancement of sensitive natural resources, open and recreational space, large blocks of forestland and scenic vistas when reviewing development proposals and making public expenditures.
4. Encourage and support projects involving citizens and government or private organizations such as Wisconsin Department of Natural Resources, US Fish & Wildlife Service, Pheasants Forever, etc., to protect waterfowl and wildlife habitat in the Town of Emerald through acquisition. Areas such as the future Klatt-Lyon Wildlife Preserve on Hutton Creek, Upper Willow River wetlands, Emerald Lake, Yankee Pond and Carr Creek wetlands and native prairie sites provide surface and groundwater protection, are open to the public for some open space recreation and hunting activities and will improve and expand scenic amenities for town residents.



This scenic area is typical of many wetland pond sites in Emerald. It is located on the future Klatt-Lyons Wildlife Preserve. Photo by Barbara Nelson.

5. Promote development and agricultural practices, which protect surface and ground water quality, including proper erosion control, manure management, and storm water management strategies.
6. Discourage and, where possible, prevent the filling or developing of wetlands and floodplains.
7. Protect and encourage restoration of natural shoreline areas, wetlands and woodlands with natural landscaping, utilizing native plant species and minimizing turf to protect and enhance surface and groundwater quality.

8. Consider the impacts on wildlife habitat, potential locations of rare plant and animal species and archeological sites prior to approving any changes in land use.
9. On steep slopes with a grade from 12 to 20 percent allow development only where best management practices for erosion and sediment control and storm water management can be implemented successfully.
10. Promote use of the forestry “best management practices” as minimum standards for logging and encourage forest landowners to enroll in the State’s Managed Forest Land Program to promote further value for timber and wildlife.
11. Delineate, refine and protect “environmental corridors” as a composite of Emerald’s most sensitive natural areas.
12. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
13. Encourage and support a buffer zone around public lands to mitigate conflicts between property owners and citizens utilizing public lands for recreation.
14. Coordinate and work with other governmental agencies, such as the Willow River Rehabilitation District and WDNR, to protect natural resources, especially those that cross political boundaries such as rivers.



The Emerald Valley Prairie Habitat Restoration Area is an example of the many valuable natural resources found in the Town of Emerald. Photo by Rene' Speer.



Scenic resources are important to Emerald's rural character. Photo by Barbara Nelson.

CULTURAL RESOURCES

Preservation of historic, archeological, and cultural resources in the Village of Deer Park and Town of Emerald will foster a sense of pride in a community, improve quality of life, contribute to the preservation of rural character, encourage low-impact tourism and provide an important feeling of social and cultural continuity between the past, present and future.

HISTORIC RESOURCES

In 1983, the Wisconsin State Historical Society compiled a historic resources list of historic sites in Wisconsin communities. The historic resources lists for Deer Park and Emerald do not include any historic sites that are listed on the State or National Register of Historic Places. They do include archeological sites that are included in the Wisconsin Archeological Site Inventory database and many historic sites identified through local historical groups, newspaper stories and other resources. Since the list was created, many resources may have been moved, lost or changed.

Using the historic resources list as a starting point, the Deer Park and Emerald Plan Commission members identified additional sites using local residents, historic documents and other state resources, such as the Century Farm and Home and Sesquicentennial programs. Much of the information was gathered during the development of the Community Background section. A final listing of each community's historic resources is identified below. Please note that some sites are not specifically identified to provide protection for the resource and property owners from trespassing, sight-seeing and looting.

EMERALD HISTORIC SITES

- Francis Klatt Century Farm, 2429 160th Ave., established 1906, 104 years, Section 15.
- Lawrence & Mary Moore Century Farm, 1472 230th St., established 1868, 142 years, Section 20.
- Donald Rachner Century Farm, 2284 CTH G, established 1876, 134 years, Section 18.
- Former Marvin Utecht Farm, side-gabled house and side-gabled barn, 170th Ave., south side, ½ mile west of CTH D, Section 12.



Barns such as this one on 170th Avenue are an important part of the agricultural heritage of Emerald and create a unique sense of the community. Photo by Barbara Nelson.

- Former Kenneth Salmon Century Farm, 2439 CTH S, established 1882, 128 years, Section 3.



Many types of historic structures are found in Emerald, including this silo is located on 130th Ave. Photo by Barbara Nelson.

- Old Silo, 2104 130th Ave., Section 30.
- Catalog-Order House, formerly known as the John Hanson house, and hipped-roof barn, 2681 170th Avenue, south side, ¼ mile west of CTH D, Section 12.
- Sears-Roebuck Catalog House, Oregon Style, 2565 160th Ave., south side, ¼ mile west of 260th St., Section 14.
- Two-story cube house, 2628 140th St., north side, ¾ mile west of CTH D, Section 24.
- Front gabled structure 130th Ave., south side, Section 29.
- Old Emerald Town Hall, CTH G and 240th Street, northwest corner, Section 16. Front gabled, clapboard structure.
- Greenwood Cemetery, CTH D and 140th Avenue and CTH D, Section 25.
- Hutton Creek School District #3, 2253 170th Ave., Section 8, now a single-family residence.
- Carr Creek School District #4, 2248 130th Ave., Section 29, now a single-family residence
- Oak Dale School District #5, 2448 CTH G, Section 15, now a single-family residence
- Emerald Station Depot, Section 1, moved to Town of Glenwood Frank Warner property.
- Foundations of the Country Maid Cooperative Creamery, CTH G, southwest corner of Section 15.
- Structures in the unincorporated community of Emerald:
 - 1894 Voeltz house, former boarding house, 2698 154th Ave., north side, at CTH D, west side, Section 13.
 - United Methodist Church, Gothic Revival, clapboard structure, Section 13.
 - Tavern/bar, CTH D, west side, boomtown structure, Section 13.
 - Retail building, CTH D, west side, boomtown-clapboard structure, Section 13.
 - Emerald Mill, north side of the railroad tracks, Section 13.
 - Post Office – Originally in house across from Kuehl's Bar & Grill, Section 13.
 - Former State Bank of Emerald, CTH D, east side, in Section 18 of Town of Glenwood. Rock-faced, concrete-block, neoclassical structure.
 - Kuehl's Bar & Grill, CTH D, north end and east side in Section 18 Town of Glenwood, 1933 concrete block, commercial vernacular structure.

Mapped archeological sites are predominantly burial sites. Under Wisconsin law, Native American burial mounds, unmarked burials and all marked and unmarked cemeteries are protected from intentional disturbance. Each community should make a request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent.

Emerald and Deer Park should work with developers, the county and the state to preserve each community's historic homes, churches, farmsteads, barns and outbuildings that contribute to each community's agricultural and small town heritage, rural character and aesthetic beauty and create a unique community. Emerald and Deer Park can continue to promote their community's farming or small village heritage by supporting local festivals, fairs, markets, farm tours or farm breakfasts.

Additional historic or archeological resources could be identified through an individual or joint effort to create a countywide survey of historic and archeological resources. The State Historical Society provides survey funding on an annual basis, with applications due in November. There is presently no local match requirement.

SCENIC RESOURCES

Scenic beauty is an important cultural resource in rural towns and small villages. There are numerous local areas that offer stunning views of the landscape, landmarks (i.e. hills) and bodies of water. In the following list, various resources and agencies have been consulted and each Plan Commission has identified areas of high scenic value where there should be some efforts at preservation.

Scenic Resources Town of Emerald

SITE	DESCRIPTION	LOCATION & SIZE
Town of Emerald Park	Picnic shelter, playground and volleyball court.	Section 13 1 Acre
Emerald Valley Western Prairie Habitat Restoration Area	Hardwood forest and restored prairie with some wetlands to be restored.	Section 9 156 Acres
Prairie/Wildlife Area	Prairie, forest & wetlands lands on an existing nonmetallic mining site, may be added to Emerald Valley Area as restoration is completed.	Section 9 40 Acres
Hutton Creek	Headwaters of Hutton Creek and all of Hutton Creek	Sections 5, 9, 10, 11, 13, 24, 26, 36 20 Acres
Emerald Lake	Located west of CTH O. Extremely large wetland complex with water year-round. Residents have fond recollections of activities at this site including ice skating, picnicking and swimming.	Section 5 80 Acres
Future Klatt-Lyons Wildlife Preserve	Located south of 160 th Ave. Very large waterfowl nesting area with wetlands, potholes, wooded land and waterfowl habitat. Is a wet, swampy backwater to Hutton Creek.	Sections 13 & 14 40 – 80 + Acres
Yankee Pond	Located east of CTH O. Large pothole wetland. Town residents have extensive recollections of skating and swimming in this year-round pond.	Section 16 20 Acres
Emerald Wetlands	Includes marshes, pothole lakes, wooded land, waterfowl habitat	Sections 21, 28 & 29 40 -- 80 Acres
WisDOT Wayside	Located on east side of STH 63 Very scenic area, open in the summer, closed for the winter. If this site is vacated by the WisDOT the town should consider acquiring it as park property.	Section 6 5.5 Acres

Sources: WIDNR website; Heritage Areas of St. Croix County, UW-Extension 1976, Natural Area Inventory, West Central Wisconsin 1976 and Town Plan Commissions 2010.

EMERALD CULTURAL RESOURCES GOALS, OBJECTIVES & POLICIES

Goal: Enhance and maintain the Town of Emerald's cultural and scenic resources and rural character.

Objectives:

1. Identify and preserve the town's cultural tradition and agricultural, historic, and archeological resources that recognize the community's pre-settlement and early settlement periods.
2. Encourage the preservation of historically and architecturally significant structures and sites.
3. Protect scenic roadways in the town.
4. Encourage the preservation of scenic resources.
5. Work with other units of government to develop and enforce appropriate land use regulations to maintain rural residential quality.
6. Discourage incompatible land uses.

Policies:

1. Cooperate with the State Historical Society, St. Croix County, surrounding communities and local agencies on surveys of historic and archeological resources in the town.
2. Maintain an inventory of historic, archaeological and scenic resources.
3. Provide the inventory for reference and discussion before and during consideration of land development proposals.
4. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the town's farming heritage and rural way of life.
5. Encourage events that promote the town's historical past and rural heritage.
6. Continue to support the Glenwood Area Historical Society in Glenwood City as a local repository for historical materials; also encourage residents to donate items to the historic materials repository that the library maintains.
7. If the STH 63 Wayside is vacated by WisDOT pursue acquisition for a town park facility.



One of many historic structures in the unincorporated community of Emerald. This former boarding house built in 1894 is now a single family home. Photo by Barbara Nelson



Classic rural, hipped-roofed barn formerly owned by John Hanson located in Emerald. Photo by Barbara Nelson

8. Encourage private landowners to protect and, if necessary, rehabilitate identified cultural, historic, archeological and scenic resources when specific sites are proposed for development.
9. Support St. Croix County and other units of government zoning and subdivision land use regulations that are intended to manage incompatible land uses.
10. Work with the county to enforce property maintenance codes to maintain rural residential quality and appearance.



Former Sears-Roebuck catalog house. This rural farmhouse is a classic example of the unique historic structures that dot the landscape in the Town of Emerald. Photo by Barbara Nelson.

INTERGOVERNMENTAL COOPERATION

Intergovernmental communication, coordination and cooperation can make a significant difference in the implementation and administration of a comprehensive plan. Intergovernmental cooperation can be developed over time. This section explores the relationships between the Village of Deer Park and Town of Emerald and other municipalities, agencies and others; identifies existing and potential conflicts and offers processes to resolve conflicts and build cooperative relationships.

EMERALD INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES & POLICIES

Goal: Continue and enhance mutually beneficial intergovernmental relationships with other governmental jurisdictions including surrounding town, county, state and federal levels.

Objectives:

1. Continue to promote, utilize and coordinate shared public services through agreements where such agreements provide efficient, effective and improved public services at lower costs.
2. Maintain and enhance communication with neighboring towns and St. Croix County in order to identify and resolve potential conflicts.
3. Create partnerships and utilize intergovernmental agreements when appropriate to achieve Emerald's goals, objectives or policies as outlined in this plan.
4. Work with other local governments, state agencies, school districts, etc. on land use and community development issues of mutual concern and to develop and enforce appropriate land use regulations to maintain rural residential quality.
5. Utilize intergovernmental cooperation to protect natural resources.
6. Coordinate multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the Emerald area.



The Town of Emerald works with St. Croix County and state and federal agencies to enforce regulations and require permits. Photo by Rene' Speer.

Policies:

1. Provide a copy of this comprehensive plan to all surrounding local governments and encourage St. Croix County and other interested governmental units to consider this plan's policies and recommendations in making future decisions about land use within or affecting the town.
2. Work with St. Croix County, adjacent cities, villages and towns; the regional planning commission; and state and federal agencies to identify and resolve actual and potential conflicts between the Emerald Town Plan and other plans through open dialogue, cooperative initiatives, and amendments to the Emerald's Plan where appropriate.
3. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
4. Pursue the provision of joint services with neighboring municipalities when it will result in better services and/or cost savings.
5. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
6. The town will stay aware of school building facility issues.
7. Continue to contract with neighboring municipalities for emergency ambulance and fire services.
8. Utilize the St. Croix County Sheriff's Office for law enforcement.
9. Work with and through St. Croix County to expand education, information, special collections and related services for the county recycling and hazardous



CTH S and the railroad bridge are two facilities in Emerald maintained by other agencies.
Photo by Barbara Nelson.

- waste programs.
10. Work with the Wisconsin Department of Transportation (WisDOT) and St. Croix County to ensure that the Town of Emerald's transportation system is coordinated with surrounding systems and that Emerald's

interests are well served when major transportation facility improvements are proposed and constructed.

11. Continue to communicate and work with St. Croix County, WisDOT, landowners and private developers on the U.S. Highway 63 corridor preservation project to limit development and help preserve the highway as a throughway.
12. Discourage “side of the road” development on State and County highways to prevent congestion and preserve rural character.
13. Encourage St. Croix County to continue to provide transportation services for elderly and disabled residents.
14. Work with St. Croix County to maintain property to ensure a high-quality living environment within all residential areas and to address violations of applicable land use ordinances on residential, commercial and other properties.
15. Work with St. Croix Economic Development Corporation to assist in locating potential new agriculture-related businesses.
16. Work with St. Croix County on the St. Croix County Animal Waste and the Zoning ordinances to improve relationships and operations between large-scale farms and nearby existing residences.
17. Encourage St. Croix County to develop programs such as voluntary purchase of development rights, transfer of development rights and purchase of conservation easements to preserve productive farmland.
18. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.
19. Coordinate and work with other governmental agencies, such as the Willow River Rehabilitation District and WDNR, to protect natural resources, especially those that cross political boundaries such as rivers.
20. Cooperate with the State Historical Society, St. Croix County, surrounding communities and local agencies on surveys of historic and archeological resources in the town.



This substation on 230th & CTH DD provides service to the area.
Photo by Barbara Nelson.

LAND USE

EXISTING LAND USE REGULATIONS

The Village of Deer Park and Town of Emerald have adopted a variety of regulations that affect land use in each community. The chart below summarizes the regulations that each community has adopted, the year the regulation was adopted or last updated and additional land use regulations available to the village or town. The chart also identifies the land use regulations adopted by St. Croix County and the Town of Cylon, which affect the Town of Emerald and the Village of Deer Park.

Regulation by Minor Civil Division - 2010 **Deer Park – Emerald**

REGULATION	DEER PARK	EMERALD	CYLON	ST. CROIX COUNTY
Village Incorporated	1913	N/A	N/A	N/A
Village Powers Adopted	N/A	Yes '02	Yes '78	N/A
Official Map Ordinance	No	No	No	No
County Zoning	N/A	Yes, '79	Yes '77	Yes '74
Exclusive Ag Zoning	N/A	No	Yes '85	Yes
Standards to zone out of Exclusive Ag	N/A	No	Yes	Yes
Floodplain Zoning	Yes '03	N/A	N/A	Yes '05
Shoreland/Wetland Zoning	Yes	N/A	N/A	Yes '74
Land Division/Subdivision Ordinance	Yes '00	No	Yes '07	Yes '06
Minimum Lot Size	Yes 0.5 Acre Subdivisions 70'x125' R Zone	N/A	Yes, 2 Acres	Yes 1.5 acre min., 2 acre avg.
Allow Majors w/ POWTS*	Yes, 3 Ac.	N/A	No	Yes
Allow Minors w/ POWTS*	Yes, 3 Ac.	N/A	Yes	Yes
Erosion Control/Stormwater Mngt.	Yes	N/A	No	Yes '06
Sanitary Ordinance	Yes	N/A	No	Yes '05
Animal Waste Ordinance	Yes	No	No	Yes '85
Nonmetallic Mining Ordinance	Yes	N/A	No	Yes '04
Tire Management Ordinance	Yes	N/A	No	Yes '85
Agricultural Shoreland Mngt. Ordinance	No	No	No	No
Historic Preservation Ordinance	No	No	No	No
Mobile Home Park Ordinance	Yes	No	No	N/A
Development Impact Fees	Yes	No	No	N/A
Cooperative Boundary Agreement	No	No	No	N/A
Water Utility District	No	No	No	N/A
Reinvestment Neighborhoods	No	No	No	N/A
Business Improvement District	No	No	No	N/A
Architectural Conservancy Dist.	Yes	No	No	N/A
Sanitary District	Yes	Yes '69	No	N/A

N/A – The authority is either “Not Applicable” for example the County can not adopt village powers, or the authority is “Not Available” for example the County has floodplain regulation authority but towns do not.

*POWTS-- Private Onsite Wastewater Treatment Systems

**The County's Subdivision Ordinance may be more restrictive than a town's, in which case the County's standards would be followed.

Sources: Town of Emerald, Village of Deer Park, St. Croix County Development Management Plan, 2000, St. Croix County Planning and Zoning Department.

Exclusive ag zoning has not been adopted in the Town of Emerald as one of the tools to regulate land use. The decision to adopt or not adopt exclusive ag zoning generally came from information provided in the St. Croix County Farmland Preservation Plan which was adopted in 1980 by the St. Croix County Board of Supervisors.

The Farmland Preservation Plan took a comprehensive approach to land use regulation. Unfortunately, the actual implementation of the plan was not comprehensive and much of what was in the plan was never used. The plan also allowed individual farmers to enter into farmland preservation contracts. At one time over 40 farmers had farmland preservation contracts with the state and received tax credits. However, most of those have expired and as of 2010 there were only five contracts left in Emerald.

St. Croix County is in the process of updating the 1980 Farmland Preservation Plan to address changes in agriculture and changes in the state laws regarding farmland preservation zoning and other programs to protect farmland.

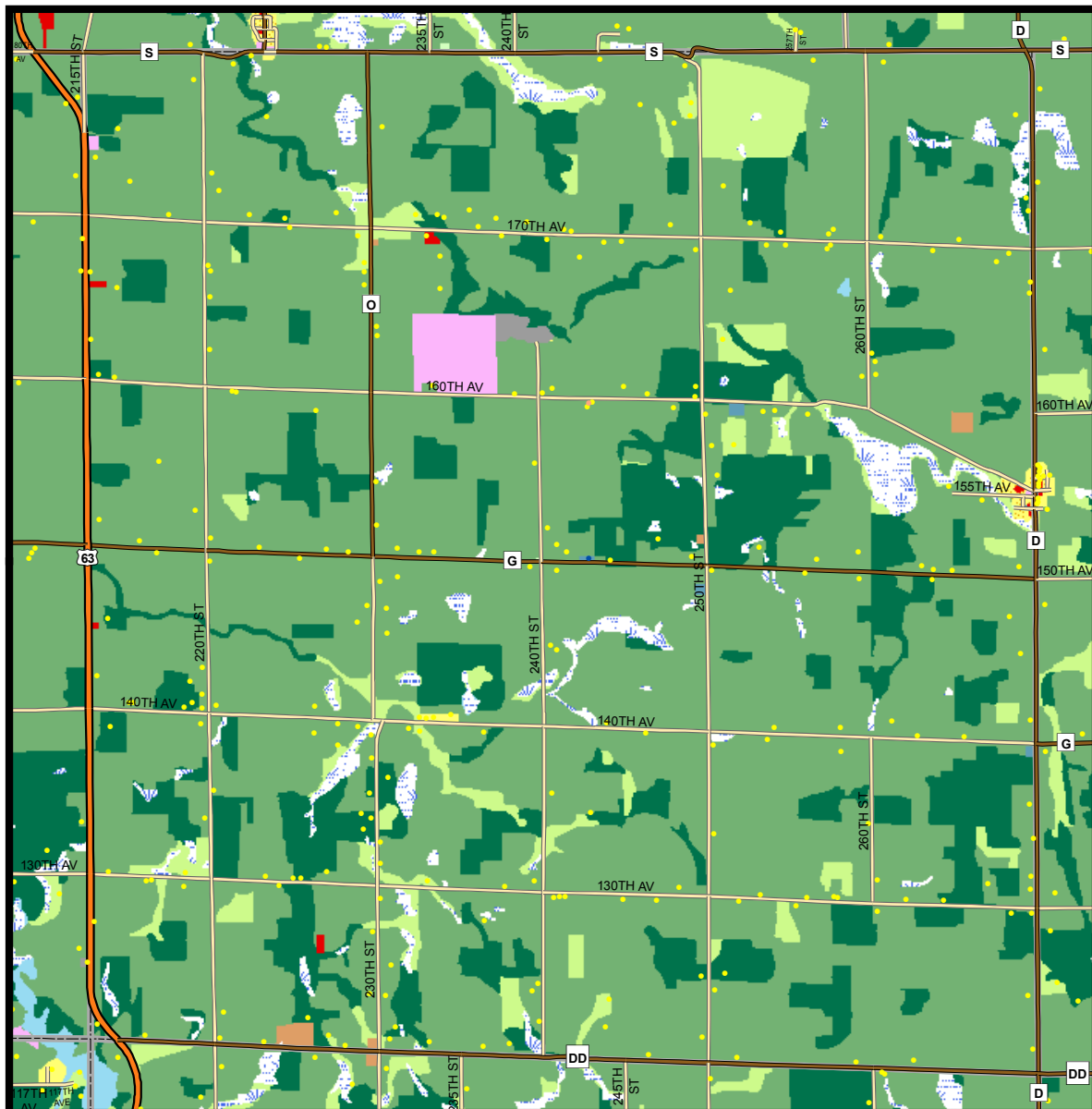
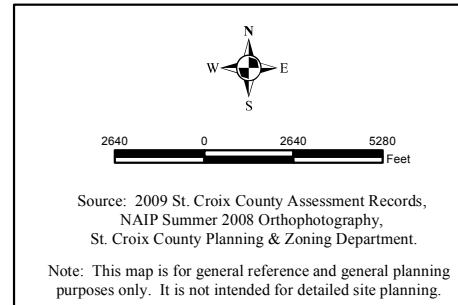
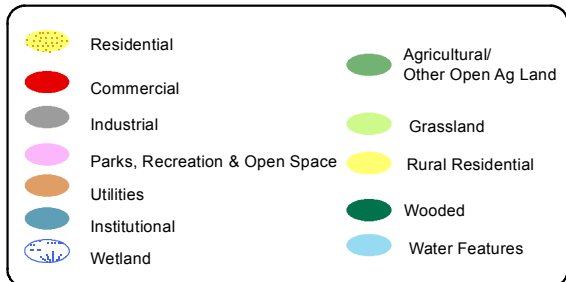
In addition to the regulations identified in the table above, the following County regulations are or can be in effect in the Town of Emerald. These regulations are adopted by the County and are in effect in all unincorporated areas of St. Croix County; no town adoption or action is required. County regulations are not in effect in the Village of Deer Park, except for on-site wastewater treatment, which is regulated by the Sanitary Ordinance, and recycling, which is regulated by the Recycling Ordinance.

- St. Croix County Development Management Plan
- St. Croix County Outdoor Recreation Plan
- St. Croix County Farmland Preservation Plan
- St. Croix County Erosion Control Plan
- St. Croix County Solid Waste Management Plan
- St. Croix County Land and Water Conservation Plan
- St. Croix County Sanitary Ordinance
- St. Croix County Subdivision Ordinance
- St. Croix County Shoreland/Wetland District Regulations
- St. Croix County Floodplain District Regulations
- St. Croix County Erosion Control/Stormwater Management Regulations
- St. Croix County Nonmetallic Mining Regulations
- St. Croix County Animal Waste Regulations
- St. Croix County Solid Waste and Recycling Regulations

EXISTING LAND USES

The existing land uses in the Village of Deer Park and Town of Emerald are shown on the following maps. These maps were created by combining the 1993 land use and land cover maps from the St. Croix County Development Management Plan with 2008 aerial photography and the 2009 parcel assessment data from the Real Property Lister's office. The maps were also checked against the 2009 zoning maps for commercial and industrial land uses. Major subdivisions are categorized as residential while isolated rural homes and minor subdivisions of four lots or less are categorized as rural residential. Commercial and industrial land use is the land used for commercial or industrial activities according to the town assessor. Parks, recreation and open space land uses include public, private and nonprofit parks, recreation and open space land uses.

Existing Land Use / Land Cover Town of Emerald, St. Croix County, WI



EMERALD LAND USE PROJECTIONS

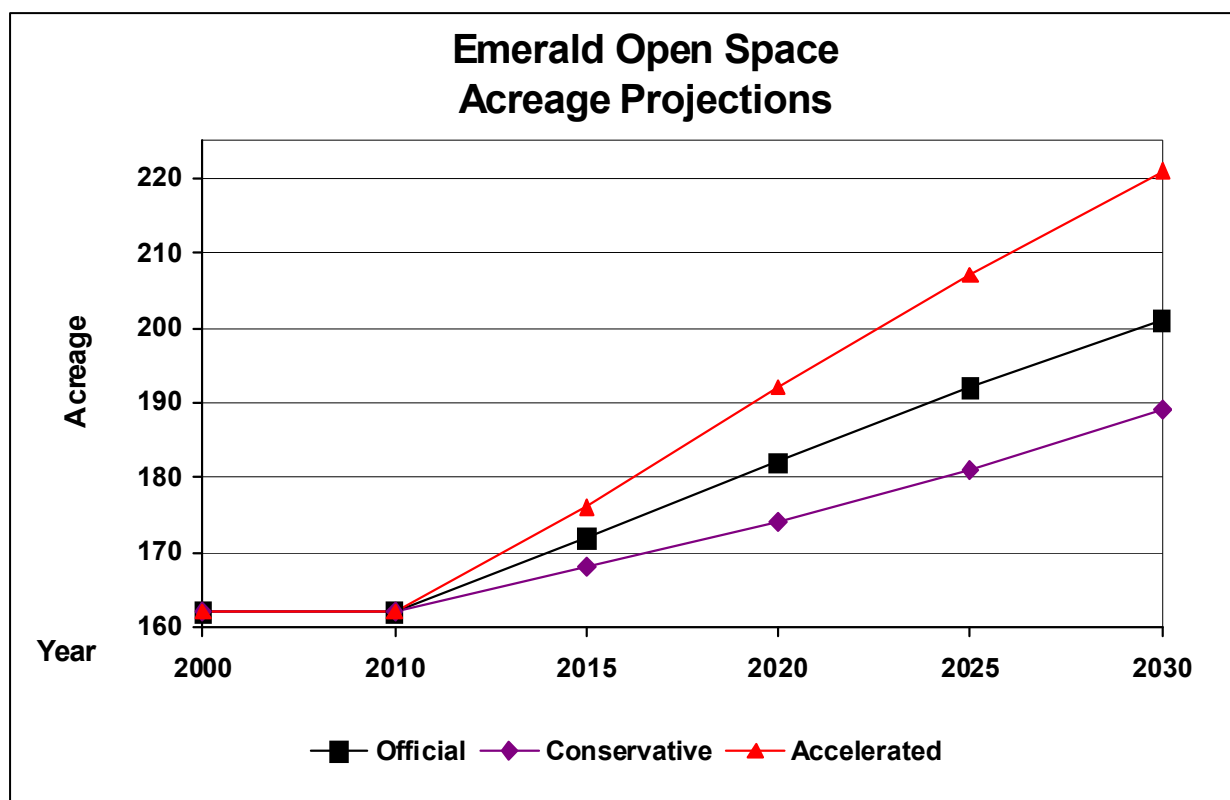
OPEN SPACE PROJECTIONS

The Town of Emerald anticipates that, as residential growth occurs, the demand for open space will also occur. The Plan Commission felt that generally open space should be preserved at a rate of 10 percent of residential growth. That ratio is used to estimate the open space that would be ideal for parks, recreation and natural areas for the future land use scenarios through 2030. Please see the chart and graph below.

Open Space Acreage Projections – 2000 to 2030 *Town of Emerald*

Year	OFFICIAL TREND		CONSERVATIVE GROWTH		ACCELERATED GROWTH	
	Additional Acres Needed	Total Acreage	Additional Acres	Total Acreage	Additional Acres	Total Acreage
2000	0	162	0	162	0	162
2010	0	162	0	162	0	162
2015	10	172	6	168	14	176
2020	10	182	6	174	15	192
2025	10	192	7	181	15	207
2030	9	201	8	189	15	221

Source: Emerald Plan Commission & St. Croix County Planning & Zoning Department Projections.



RESIDENTIAL PROJECTIONS

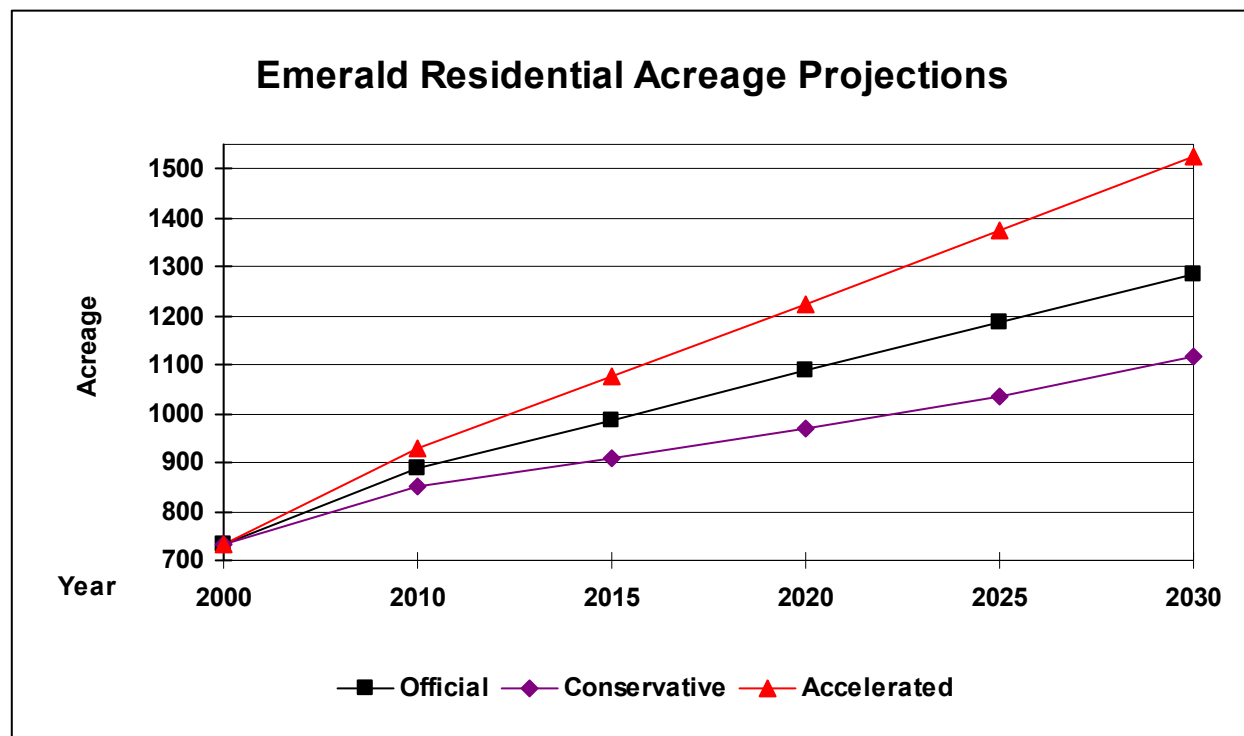
The residential land use projections for the Town of Emerald were developed as part of the population and housing projections in the Issues and Opportunities Element. They are provided here as a reference.

The Town of Emerald's acreage projections are based on an average of three acres per housing unit. The 3.0 acres per housing unit was used to estimate acreage used for residential development. The three acres represents the residential housing site and the associated infrastructure needed. It is not intended to represent lot size or to correspond to the actual acreage owned or taxed as residential or agricultural building site property.

Residential Acreage Projections – 2000 to 2030 Town of Emerald

YEAR	OFFICIAL TREND		CONSERVATIVE GROWTH		ACCELERATED GROWTH	
	ADDITIONAL ACRES NEEDED	TOTAL ACREAGE	ADDITIONAL ACREAGE	TOTAL ACREAGE	ADDITIONAL ACREAGE	TOTAL ACREAGE
2000	0	732	0	732	0	732
2010	158	890	118	850	198	930
2015	99	988	58	907	144	1075
2020	100	1089	60	968	150	1225
2025	96	1188	69	1037	150	1376
2030	99	1285	78	1115	149	1525

Source: WI Department of Administration & St. Croix County Planning & Zoning Department Projections.



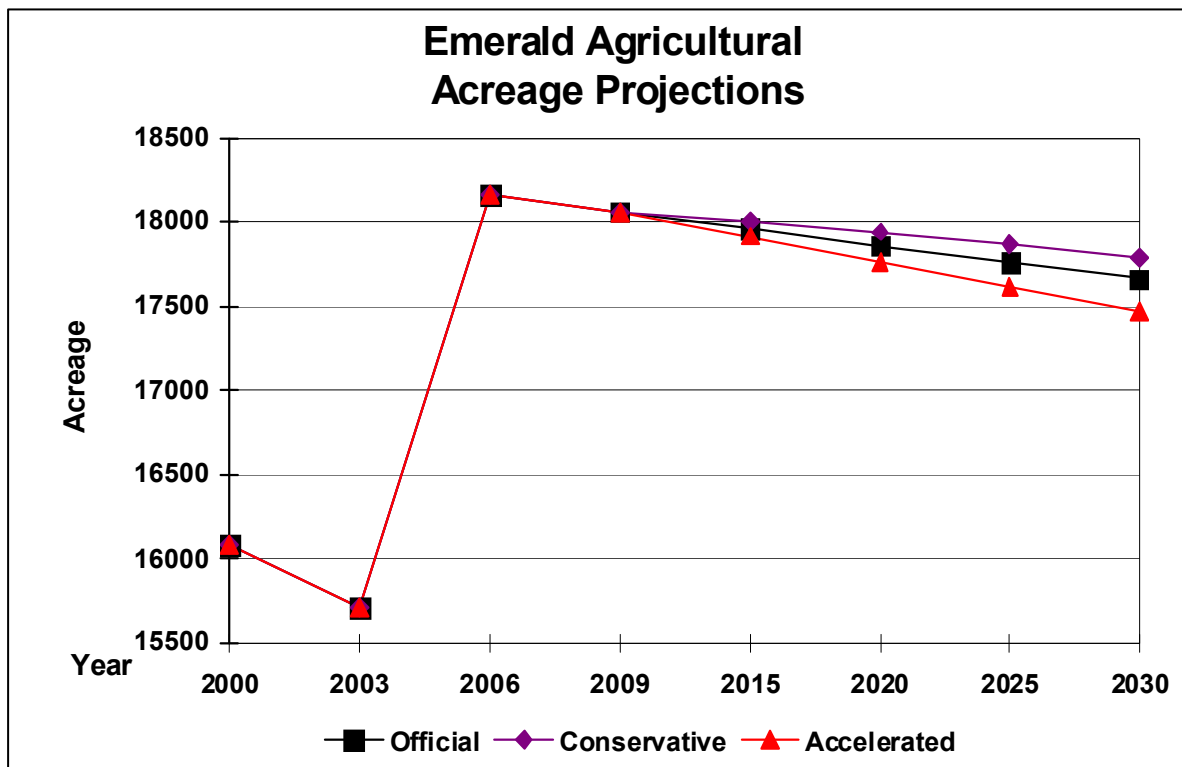
AGRICULTURAL PROJECTIONS

The Town of Emerald generally expects modest changes in the amount of agricultural land in the town. The change will be a slight decline as land is converted to residential or other land uses. The amount of change will be directly related to the amount of residential land use that occurs and somewhat related to the growth in recreational, commercial and industrial land uses. Agriculture is, and will, continue to be the primary land use in Emerald. The agricultural land use projections are a product of the residential land use projections and the existing agricultural land use statistics. They were created by subtracting the Official Trends, Conservative Growth and Accelerated Growth residential land use projections from the existing agricultural land use statistics.

Agricultural Acreage Projections – 2000 to 2030 Town of Emerald

YEAR	OFFICIAL TREND ACREAGE	CONSERVATIVE GROWTH ACREAGE	ACCELERATED GROWTH ACREAGE
2000	16,081	16,081	16,081
2003	15,706	15,706	15,706
2006	18,161	18,161	18,161
2009	18,057	18,057	18,057
2015	17,958	17,999	17,913
2020	17,858	17,939	17,763
2025	17,762	17,870	17,613
2030	17,663	17,792	17,464

Source: Wisconsin Department of Revenue and St. Croix County Planning & Zoning Department Projections.



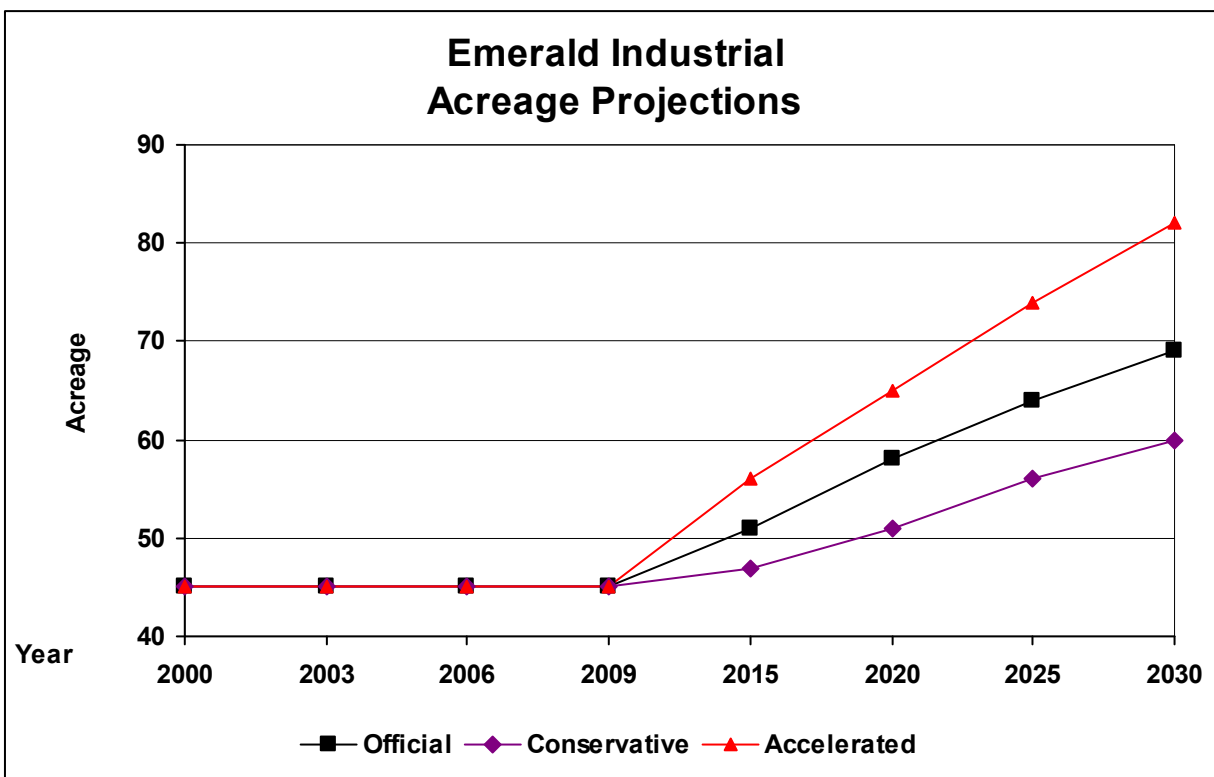
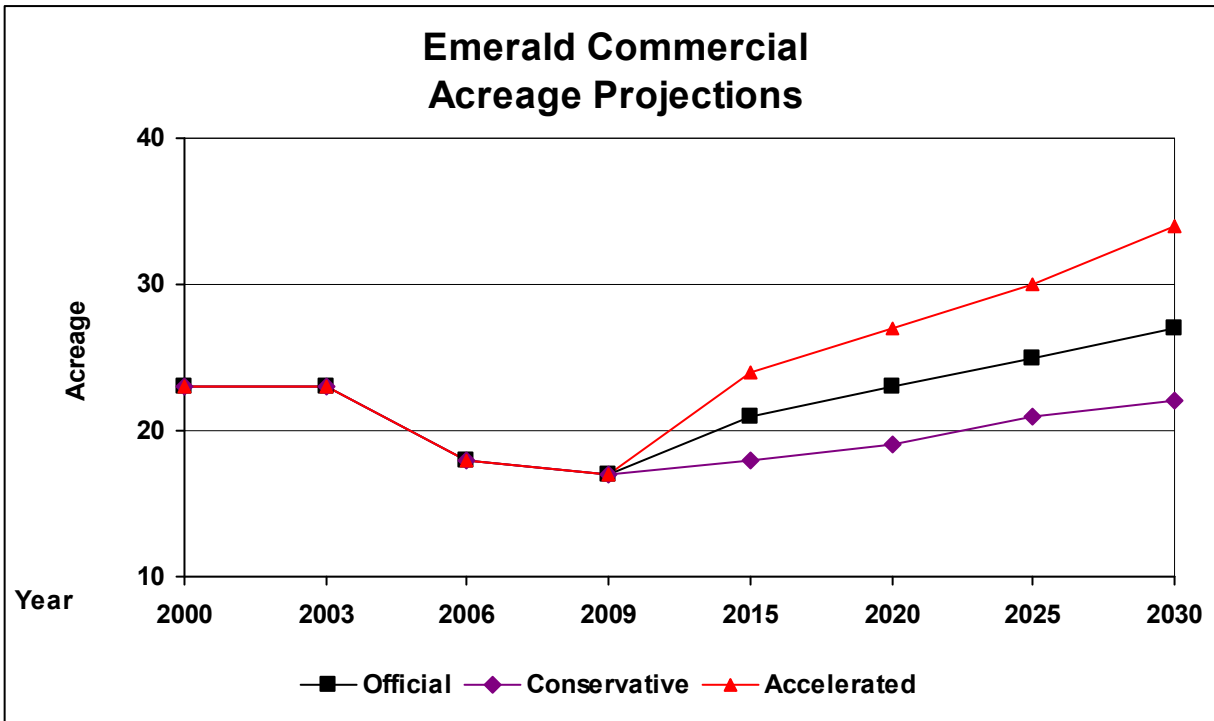
COMMERCIAL & INDUSTRIAL PROJECTIONS

The Town of Emerald generally does not anticipate very much change in the amount of commercial or industrial land use in the town. The existing commercial and industrial land uses are 0.1 and 0.2 percent of the town's total land uses, respectively. Emerald has identified some limited expansion of commercial and industrial uses that would be related to agriculture and existing businesses or would center around the unincorporated community of Emerald where sewage treatment is available. The town has also identified some expansion of home occupations. The town generally recommends the majority of new commercial and industrial development be located in the nearby cities or villages. Extensive commercial and industrial development would not be consistent with the rural character and community goals, objectives and policies of the town. Because of the small amounts of existing commercial and industrial development most projections are not very realistic or accurate. Despite this, limited projections have been developed to assist in discussion of growth scenarios and future land use distribution within the town. To some extent the amount of future commercial and industrial land use will be related to increases in residential development. Therefore the projections were created by using projected residential growth to estimate related changes in commercial and industrial land use acreages. Please see the chart below.

Commercial & Industrial Acreage Projections – 2000 to 2030 Town of Emerald

YEAR	OFFICIAL TREND ACREAGE		CONSERVATIVE GROWTH ACREAGE		ACCELERATED GROWTH ACREAGE	
	Commercial	Industrial	Commercial	Industrial	Commercial	Industrial
2000	23	45	23	45	23	45
2003	23	45	23	45	23	45
2006	18	45	18	45	18	45
2009	17	45	17	45	17	45
2015	21	51	18	47	24	56
2020	23	58	19	51	27	65
2025	25	64	21	56	30	74
2030	27	69	22	60	34	82

Source: Wisconsin Department of Revenue & St. Croix County Planning & Zoning Department Projections.



INTERACTIVE LAND USE WORKSHOP RESULTS

The development projections for open space, residential, commercial, industrial and agriculture land uses were utilized as the basis for an Interactive Land Use Workshop. The first part consisted of an interactive slide show of land uses where participants individually voted on whether they would like or dislike seeing a land use in the Town of Emerald. Then the participants were divided into three groups for a land-use mapping exercise. Using two Trends, conservative and aggressive, different projections for open space, residential, commercial and industrial future land use were mapped. This allowed participants to experience the possible scope of future development, discuss pros and cons of various locations for future development



Citizens and Plan Commission members worked with facilitators to develop land use maps representing two possible trends for the future of Emerald. Photo by Pete Kling.

and provide the plan commission with indications of how future land use could play out. Each group developed two maps. Analysis of the maps provided some commonalities and consensus for the plan commission to work from in developing the town's future land use map.

A final step in the process was to have the participants

indicate which level of future growth, conservative or aggressive, was preferred in the town. Voting anonymously, all three groups chose the conservative trend 1. Votes were: public open space 58 percent trend 1, 42 percent trend 2; commercial/industrial land use 91 percent trend 1, 9 percent trend 2; residential land use 83 percent trend 1, 17 percent trend 2; overall land use 100 percent trend 1.

As the vote indicates, there was support for protection of natural resources and open space in the town. Some groups focused on specific sites, like Emerald Lake and the Klatt wetlands complex, while others generically identified the town's many wooded/wetland sites found throughout the town. There was consensus that commercial and industrial development would be limited to those which support agriculture or are related to U.S. Hwy 63. There was also strong consensus that residential development should remain small-scale and scattered to lessen the impact on the rural landscape and farming activities. The historic pattern of development, one or two small lots to support existing and new families and small hobby farms is definitely preferred and should be encouraged. These results are incorporated into the land use goals, objectives and policies and the future land use map and narrative.

EMERALD LAND USE GOALS, OBJECTIVES & POLICIES

The following goal statements were developed by the Planning Commission to refine alternative land use scenarios and policies. These were developed with a heavy emphasis on the results of the public opinion survey and the historic land use trends that have been followed in the town. Based on all the public input activities, the Plan Commission members have concluded that the majority of town residents feel the historic development pattern has worked well and should continue with supporting changes in town policies and adoption of appropriate regulations. The Plan Commission felt that incremental changes enhancing land use options without creating significant change would best fit the future needs, growth and preferences of Emerald's residents.

Goals: Encourage land uses that will maintain the town's rural character and agricultural heritage.

Promote the continuation of agriculture as the primary land use.

Minimize nonagricultural development on prime agricultural soils.

Maintain the integrity of zoning districts by considering distinct uses and separation.

Encourage compatible commercial development to support agriculture and rural lifestyles.

Direct industrial land uses to designated areas to improve compatibility and decrease conflicts.

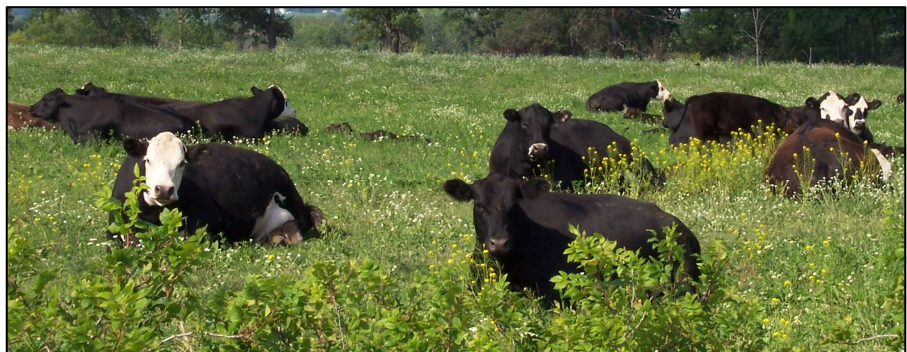
Encourage limited residential development to keep housing affordable.

Consider equity and fairness to landowners with comparable resource and location characteristics when developing land use policies and ordinances.

Ensure that a desirable mix of land uses consistent with Emerald's agricultural character is achieved.

Objectives:

1. Manage the rate of development to help limit conflicts between agriculture and non-farm land uses and control the conversion of agricultural land to other uses.



Agriculture plays an important role in the Town of Emerald; managing the pace of growth will help to limit conflicts between farm and non-farm land uses. Photo by Barbara Nelson.

2. Allow development in location, forms and densities, which supports the preservation of agriculture, open space and maintains a distinctive rural community.
3. Encourage individuals to consider land preservation programs to preserve productive farmlands for continued agricultural use.

4. Try to minimize the visual impact of development and retain rural features to maintain rural, undeveloped character and feeling.
5. Encourage a variety of small lots and hobby farms to conserve agricultural land and natural resources.
6. Encourage residential development to locate away from prime farmland, large fields, large animal operations and areas where wildlife are present.
7. Support quality and accessible parks and recreational facilities and services and maintain dedicated open space for all residents.
8. Ensure that transportation system improvements are coordinated with land development decisions.
9. All housing should be located and sited to fit into the landscape and enhance and maintain rural character.
10. Encourage development of single family housing sites in the town that meet the needs of persons within a variety of income levels and age groups.
11. Multi-unit or multiple-dwelling housing and mobile home parks are not compatible with the rural character of the town.
12. Direct high density development and other more intense land uses to locate where public utilities are available.
13. Focus economic development efforts on farming and farm-related businesses that support agriculture and are compatible with neighboring land uses.
14. Encourage the redevelopment and reuse of the town's existing commercial sites.
15. Prevent unplanned, continuous strip commercial development along major roadways.
16. Support home-based businesses where there will be no impact on surrounding properties.
17. Preserve Emerald's most important and sensitive natural resources and areas.
18. Allow development that protects environmentally sensitive areas, natural resources and productive forest lands.



The Emerald Town Park in unincorporated Emerald is a popular facility for residents.
Photo by Barbara Nelson.

19. Preserve the town's scenic beauty, heritage, historic structures and archeological resources.

Policies:

1. Review the town's land use plan, land division ordinance and rezoning policies prior to making a recommendation on a rezoning or land division request.
2. Review the St. Croix County's land use plan and ordinances, including sanitary, land division, nonmetallic mining and zoning prior to making a recommendation on a rezoning, land division or other land use request.
3. Rezoning will occur only in response to a proposal for an immediate change in land use and only the part of the parcel needed for the development will be rezoned.
4. Support the continued operation and/or expansion of existing farms and businesses in Emerald.



Preservation of good farmland and support of agriculture are part of Emerald's goals.
Photo by Barbara Nelson.

5. Support land preservation programs such as farmland tax credits, use-value assessment, farmland preservation zoning, agricultural enterprise areas (AEA), purchase of agricultural conservation easements (PACE), etc. to

sustain the continued use of land for farming and agriculture as the economic base and major land use in the Town of Emerald.

6. Encourage small-lot residential development of two to 10 acres to promote rural character and protection of agricultural and natural resources.
7. Prohibit major subdivisions in Emerald; defined as the creation of five or more lots on the same parcel of land within a five-year period.
8. Adopt a town land division ordinance to implement the goals, objectives and policies of this plan and regulate the pace and type of development.
 - a. Limit residential development to only minor subdivisions, four lots or less on the same parcel of land within a five-year period, to keep the rate of residential development at historic levels.
 - b. Discuss lot sizes for various types of development to minimize impacts on agriculture and the rural character of Emerald.

- c. Consider requiring new non-farm residential lots to be located to preserve larger tracts of agricultural land, protect natural resources and reduce visibility of development.
 - d. Residences should be located adjacent to tree lines and wooded field edges, if available. If not, homes should be clustered on the edges of farm fields. Tree lines should be preserved. Encourage tree preservation and tree planting to screen new structures from neighboring properties and the public road.
 - e. If a program is developed by St. Croix County, encourage minor subdivision lots in conjunction with transfer of development rights to preserve agricultural land.
 - f. New mobile home parks and multi-unit dwellings do not fit the town's rural character and should not be allowed. Multi-unit, multiple dwelling housing or a mobile home park consists of three or more units in a structure or on a lot.
9. Develop land use regulations to guide the location of future residential development and protect important features of the natural environment without making existing houses nonconforming whenever possible.
 10. Direct proposed development to areas where soil characteristics are compatible with the proposed development.
 11. Encourage site design that achieves rural character and farmland preservation objectives and ensures that development is safe from saturation, seasonal flooding or ponding.
 12. Review the decision and ordinance to prohibit major subdivisions within 10 years, to determine if it still reflects the position of Emerald's residents.
 13. If at some point, major subdivisions are allowed encourage conservation design development to provide community facilities and services in a cost-effective manner, preserve farmland, protect wildlife habitat or open space and for sites with unique or exceptional natural resources such as surface water, wetlands, steep slopes, or highly productive agricultural soils.
 14. Consider adopting an ordinance to implement town impact fees on new development projects to offset additional expenses to the town for upgrading or expanding town parks, roads, services and facilities.



Hobby farms blend into the agricultural landscape of Emerald. Photo by Barbara Nelson.

15. Continue to communicate and work with St. Croix County, Wisconsin Department of Transportation, landowners and private developers on the U.S. Highway 63 corridor preservation project to limit development and help preserve the highway as a throughway.
16. Consider adopting a road and driveway ordinance to establish design and construction standards, prevent new road construction, prevent safety and drainage issues which may impact existing town roads, improve safety, decrease conflicts with agricultural and commuter traffic and prevent problems with joint driveways.



Emerald has numerous drainageways, sinkholes and wet soils that are part of the groundwater recharge for the town. These soils generally cannot support development without raising water quality concerns and town policies are designed to prevent future problems with water quality. Photo by Barbara Nelson.

17. Direct intensive, large-scale commercial and industrial land uses to locate in urban centers where municipal services are available.

18. Encourage some

additional commercial expansion or new businesses in unincorporated Emerald when available sewer service is utilized.

19. Support home-based businesses where there will be no impact on surrounding properties or farm operations.
20. Discourage “side of the road” development on State and County highways to prevent congestion and preserve rural character.
21. Support agriculture-compatible uses such as rural storage operations in ag-type structures or to reuse existing ag buildings, direct-farm marketing, farmers’ market and greenhouses or nurseries.
22. Encourage alternative agriculture such as fruit and vegetable farms in the town, designed to supply food to farmers markets and grocery stores in the region’s urban areas.
23. Encourage St. Croix County to develop programs such as voluntary purchase of development rights, transfer of development rights and purchase of conservation easements to preserve productive farmland.
24. Encourage development to locate away from environmentally sensitive areas and productive farm and forest lands.

25. Guide the location and design of development to minimize any adverse impact on the quality of surface waters, groundwater aquifers, wetlands, steep slopes, woodlands, prairie and agriculture.
26. Preserve and protect natural landscape features such as wetlands, floodplains, streams, lakes, steep slopes, woodlands, prairies and oak savannas as essential components of the hydrologic system, valuable wildlife habitat and focal points of natural beauty and recreation.
27. Consider protection and enhancement of sensitive natural resources, open and recreational space, large blocks of forestland and scenic vistas when reviewing development proposals and making public expenditures.
28. Encourage and support projects involving citizens and government or private organizations such as Wisconsin Department of Natural Resources, US Fish & Wildlife Service, Pheasants Forever, etc., to protect waterfowl and wildlife habitat in the Town of Emerald through acquisition. Areas such as the future Klatt-Lyon Wildlife Preserve on Hutton Creek, Upper Willow River wetlands, Emerald Lake, Yankee Pond and Carr Creek wetlands and native prairie sites provide surface and groundwater protection, are open to the public for some open space recreation and hunting activities and will improve and expand scenic amenities for town residents.
29. Promote development and agricultural practices which protect surface and ground water quality, including proper erosion control, manure management, and storm water management strategies.
30. Discourage and, where possible, prevent the filling or developing of wetlands and floodplains.
31. Protect and encourage restoration of natural shoreline areas, wetlands and woodlands with natural landscaping, utilizing native plant species and minimizing turf to protect and enhance surface and groundwater quality.
32. Consider the impacts on wildlife habitat, potential locations of rare plant and animal species and archeological sites prior to approving any changes in land use.



Large blocks of open space support a wide variety of wildlife and can protect sensitive resources. Photo by Barbara Nelson.

33. On steep slopes with a grade from 12 to 20 percent allow development only where best management practices for erosion and sediment control and storm water management can be implemented successfully.
34. Promote use of the forestry “best management practices” as minimum standards for logging and encourage forest landowners to enroll in the State’s Managed Forest Land Program to promote further value for timber and wildlife.
35. Encourage and support a buffer zone around public lands to mitigate conflicts between property owners and citizens utilizing public lands for recreation.
36. Encourage private landowners to protect and, if necessary, rehabilitate identified cultural, historic, archeological and scenic resources when specific sites are proposed for development.
37. Because of the town’s and residents’ future need for aggregate resources, the town may consider future non-metallic mining operations that are compatible with and support the agricultural economy of Emerald and do not negatively impact prime farmland, environmental areas and drainage areas or waterways.



Historic structures such as this red barn and the windmill are what give the Town of Emerald its own unique rural character. Also they are important historic and scenic additions to the landscape. Photos by Barbara Nelson.



EMERALD FUTURE LAND USE

The Town of Emerald's future land use map shows general land uses over the life of the plan. The map generally does not show specific or exact locations, rather general areas of possible land use changes. Based on public input, the Plan Commission determined that the town's residents want to see agriculture continue to be the predominant land use in the town. While some development is acceptable, the Plan Commission reached the



Emerald residents want to allow some development while preserving the rural landscape and agriculture for the future of their town. Photo by Barbara Nelson.

conclusion that the town's historic development pattern is preferred. The historic pattern has been consistently rural with a mix of low-density lot sizes ranging from two-acres to 10-acres. It has been varied and does not mimic a conventional major subdivision, even over time. This pattern is valued by the town's residents because it has not negatively impacted farmland or agriculture practices, it has retained the town's attractive rural landscape and has provided beautiful homesites for family members and new residents. Overall the town's historic scattered rural residential development has been very compatible with the agricultural economy of the town.

There are five future land use categories: Parks, Recreation and Open Space, Mixed Rural, Commercial, Industrial and Institutional and Utilities. They are described as follows:

Mixed Rural: This area includes all lands currently used for agricultural production, farms, and scattered home sites and is generally compatible with agriculture. This is the existing primary land use in the Town of Emerald that will continue to occupy the majority of the landscape.

Based on the low population projections and amount of expected development in the town, there are no specified locations where the residential development should occur over the time frame of this plan. Instead residential development will follow the historic pattern of infilling along existing roads while avoiding productive farmland and sensitive

natural resource areas to protect abundant wildlife. Residential growth has generally followed the natural lay of the land and taken advantage of pockets of marginal farmland near woods, ponds or scenic vistas. It has been spread through-out the town but has generally followed the landscape in a manner that has kept development aesthetically pleasing and not concentrated in one area.



Emerald's topography is naturally rolling with agriculture interspersed with woodlands and rural residences. Photo by Barbara Nelson.

The Mixed Rural land is zoned Ag Residential. Development will occur through minor subdivision creation and the majority of the area will remain in agricultural uses.

Policies that will encourage the

historic development pattern have been determined. These policies will be incorporated into a town land division ordinance to preserve the historic pattern of growth in the town.

- Residential development would be subject to a town land division ordinance.
- There would be no major subdivisions allowed in the town.
- Only minor subdivisions would be allowed in the town.
- No new roads could be developed or built in the town.
- Residential development will be encouraged to avoid good farmland, sensitive environmental areas and large wooded parcels.
- Development sites should be compatible with agriculture, wildlife habitat and the natural topography of the landscape and preserve and protect surface and ground water, wetlands, steep slopes,



Rural residential development in Emerald. Photo by Barbara Nelson.

woodlands and prairie.

- Development in unincorporated Emerald utilizing the existing sewage treatment capacity of approximately 20 new units could be residential or commercial only.
- The policies of no majors, no new roads, only minors on existing roads would be reviewed by the Plan Commission and Town Board in about 10 years to reevaluation the development pressure and determine if it is still the direction Emerald's residents prefer.
- Home-based businesses, where there will be no impact on surrounding properties or farm operations, are encouraged.

Commercial: Only very limited, low density commercial development that is compatible with and supports the agricultural economy of the Town of Emerald; that has minimal infrastructure needs; does not negatively impact farmland, environmental areas, drainage



Small commercial greenhouses are the kinds of ag-related businesses Emerald residents support. Photo by Barbara Nelson.

areas or waterways; and that fits in with the rural landscape should be allowed in the town. Examples would include rural storage operations in ag-type structures or to reuse existing ag buildings, direct farm marketing of on-farm products, farmer's market in a central location, green house or nursery, etc.

Specific locations would depend on the nature of

the ag-related commercial activity and its exact relationship to agriculture in the town. Home occupations are preferred to rezoning property for commercial use. Some additional commercial development could be located in unincorporated Emerald on CTH D where sewer service is available for about 20 additional residences or businesses. There are some service commercial facilities like taverns and a beautician presently located there and these types of commercial activities should continue to be located where wastewater treatment is available. Limited expansion of the existing commercial sites is also appropriate.

Industrial: The existing industrial development in the town, the limestone quarry, which is compatible with and supports the agricultural economy of the Town of Emerald and does not negatively impact prime farmland, environmental areas, drainage areas or waterways, will continue to operate. The existing limestone quarry will has a planned expansion to the south, as shown on the Future Land Use Map. Because of the need for aggregate resources in the town, future additional non-metallic mining operations may be considered.

Very limited ag-related industrial development that is compatible with and supports the agricultural economy but does not negatively impact prime farmland, environmental areas, drainage areas or waterways or residents would be considered. This type of industrial use could be located in the northwest corner of the town on CTH S near the existing ag-related industrial use in the Town of Cylon. This existing use directly supports agriculture in the area and Town of Emerald, is the kind of use that the town would allow and is where it should continue to be located. There should not be any other addition or expansion of industrial uses in the town.

Institutional & Utilities: This land use area includes the town hall, town solid waste and recycling site, the wastewater treatment plant, and several electrical substations, transmission lines and communication towers. No new sites are planned.

Parks, Recreation & Open Space: This land use area is comprised of the town park site in unincorporated Emerald, the USH 63 wayside and the WDNR's Emerald Valley Wildlife area.



The abundant prairie, woodlands and water are the landscape features Emerald hopes will be part of the landscape in the future. Photo by Barbara Nelson.

Additional neighborhood recreation facilities may be provided at the town hall site, if sufficient land is available. Also the Emerald Valley Wildlife area may expand as the neighboring non-metallic mining site is reclaimed.

Based on public input, the Plan Commission identified several sites as very high priority

for open space protection; they are important for a variety of reasons: protection of surface and groundwater quality, high quality wildlife habitat and potential hunting grounds, native prairie, historically and culturally important sites and scenic landscapes that add significant value to the community. Priority sites include: the future Klatt Lyon Wildlife area on Hutton Creek, Upper Willow River wetlands, Emerald Lake, Yankee Pond and Carr Creek wetlands and native prairie. If opportunities develop for working with public or private agencies such as U.S. Fish and Wildlife Service, Wis. Department of Natural Resources, Pheasants Forever, Whitetails Unlimited or the St. Croix County Sportsmens' Alliance, etc., the town would support the addition of these open space areas.



IMPLEMENTATION

While some of the recommendations found in this plan will be automatically implemented, many others require changes to existing regulations or proposed regulations. Specific follow-up actions will be required for all the goals, objectives and policies to become reality. The Implementation section provides a roadmap and timetable for the implementation actions that will require additional actions.

PLAN ADOPTION

The first step in implementing the plan is making sure it is adopted in a manner which supports its future use for more detailed decision making. The second step is to provide copies of the adopted plan to neighboring cities, villages, towns and counties, local libraries and to the Wisconsin Department of Administration. The third step is to hold a public hearing. The Village of Deer Park and Town of Emerald have each held a public hearing on the comprehensive plan. Amendments to the plans were made based on comments provided at the hearings. The final step was the Village Board and Town Board adopting the plan by ordinance. Certified copies of each community's ordinance adopting the Comprehensive Plan are provided in the Public Participation section.

CONSISTENCY OF PLAN ELEMENTS

The state comprehensive planning statute requires that the implementation element describe how each of the elements is integrated and made consistent with the other elements of the plan. Because the various elements of this document were prepared simultaneously there are no known internal inconsistencies between the different sections on the elements of this plan. Also all elements of the plan were given a final review once the plan was completed to evaluate consistency between elements before the public hearing.

IMPLEMENTATION RECOMMENDATIONS

The following charts depict a listing and timeline of the implementation actions for Deer Park and Emerald. The actions are divided up by each element and correlate to the sections in this plan. Each element contains specific suggestions for implementation but not all those require changes to regulation. Those that do will be identified below.

Implementation Schedule

Town of Emerald

ELEMENT	RECOMMENDATIONS	TIMEFRAME
Utilities & Community Facilities	1. Consider the objectives and policies of this plan, as well as the general welfare of all residents, to determine whether new town services or expansions may be appropriate.	Ongoing
	2. Provide recreation facilities at the town hall if sufficient land is available.	2014-2015
	3. If the STH 63 Wayside is vacated by WisDOT pursue acquisition for a town park facility.	Unknown
	4. Provide support to local volunteer and community organizations through access to the new town hall facilities.	Ongoing
	5. All new and replacement wells into the Jordan Aquifer shall be cased to a depth that goes below the Prairie du Chien aquifer. Work with Wisconsin Department of Natural Resources to notify well drillers of this requirement.	2011
	6. Consider adopting an ordinance to implement town impact fees on new development projects to offset additional expenses to the town for adding, upgrading or expanding town parks, roads, services and facilities.	2015-2020
	7. Pursue the provision of joint services with neighboring municipalities when it will result in better services and/or cost savings.	Ongoing
ELEMENT	RECOMMENDATIONS	TIMEFRAME
Transportation	1. For town, county and state roads work to maintain road signs and road right-of-ways, particularly at road intersections.	Ongoing
	2. Encourage bicycle traffic to utilize less traveled town and county roads. Support the County Bicycle and Pedestrian Plan.	Ongoing
	3. Consider adopting a road and driveway ordinance to establish design and construction standards, prevent new road construction, and prevent safety and drainage issues which may impact existing town roads, improve safety, decrease conflicts with agricultural and commuter traffic and prevent problems with joint driveways.	2012-2014
	4. Consider requiring developers to provide bonds to repair damage to town roads caused by construction traffic.	Ongoing
	5. Research and review options to protect scenic roadways through site planning, driveway location, landscaping, signage and other standards.	Ongoing
	6. Consider adopting an ordinance to implement town-road impact fees for new development projects that overburden or require the upgrading of town roads.	2015-2020
	7. Continue to communicate and work with St. Croix County, Wisconsin Department of Transportation, landowners and private developers on the U.S. Highway 63 corridor preservation project to limit development and help preserve the highway as a throughway.	Ongoing

ELEMENT	RECOMMENDATIONS	TIMEFRAME
Housing	1. To ensure high quality construction, require all housing construction to comply with the State of Wisconsin Uniform Dwelling Code. Enforce the Uniform Dwelling Code as needed.	Ongoing
	2. The town may participate in and support programs and funding sources that provide assistance to residents in maintaining and rehabilitating the housing stock	Ongoing
	3. Encourage use of the Community Development Block Grant (CDBG) funds, and other housing program funds, to provide, maintain and rehabilitate housing.	Ongoing
ELEMENT	RECOMMENDATIONS	TIMEFRAME
Economic Development	1. Direct intensive, large-scale commercial and industrial land uses to locate in urban centers where municipal services are available.	Ongoing
	2. Work with businesses and farms to maintain and protect the air quality, water quality and rural character of Emerald.	Ongoing
	3. Support the continued operation and/or expansion of existing farms and businesses in Emerald.	Ongoing
	4. Encourage some additional commercial expansion or new businesses in unincorporated Emerald when available sewer service is utilized.	Ongoing
	5. Support home-based businesses where there will be no impact on surrounding properties or farm operations.	Ongoing
	6. Support agriculture-compatible commercial uses such as rural storage operations in ag-type structures or to reuse existing ag buildings, direct-farm marketing, farmers' market and greenhouses or nurseries.	Ongoing
	7. Require the disclosure of any soil or groundwater contamination on sites before approving development proposals and work together with private landowners and government agencies to clean up contaminated sites that threaten the public health, safety and welfare.	Ongoing
ELEMENT	RECOMMENDATIONS	TIMEFRAME
Agricultural Resources	1. Support the continued operation and/or expansion of existing farms and ag businesses in Emerald.	Ongoing
	2. Support land preservation programs such as farmland tax credits, use-value assessment, farmland preservation zoning, agricultural enterprise areas, purchase of agricultural conservation easements (PACE), etc. to sustain the continued use of land for farming and agriculture as the economic base and major land use in the Town of Emerald.	Ongoing
	3. Develop and support policies that strengthen and maintain a farm operator's right to farm with farm practices and associated smell, noise, and dust, that do not threaten public health or safety.	2012-2015
	4. Encourage alternative agriculture such as fruit and vegetable farms in the town, designed to supply food to farmers markets and grocery stores in the region's urban areas.	Ongoing
	5. Promote agricultural practices which protect surface and ground water quality, including proper erosion control, manure management, and storm water management strategies.	Ongoing
	6. Develop a Town of Emerald Rural Living Guide insert to provide information to new and existing residents about living in the town.	2012

	7. Provide copies of both the town's insert and the St. Croix County Rural Living Guide, which outlines the traditional community norms and expectations for rural residents, to all new residents as part of the property development /purchase and/or building permit /inspection process.	Ongoing
ELEMENT	RECOMMENDATIONS	TIMEFRAME
Natural Resources	1. Guide the location and design of development to minimize any adverse impact on the quality of surface waters, groundwater aquifers, wetlands, steep slopes, woodlands, prairie and agriculture.	Ongoing
	2. Preserve and protect natural landscape features such as wetlands, floodplains, streams, lakes, steep slopes, woodlands, prairies and oak savannas as essential components of the hydrologic system, valuable wildlife habitat and focal points of natural beauty and recreation.	Ongoing
	3. Consider protection and enhancement of sensitive natural resources, open and recreational space, large blocks of forestland and scenic vistas when reviewing development proposals and making public expenditures.	Ongoing
	4. Discourage and, where possible, prevent the filling or developing of wetlands and floodplains.	Ongoing
	5. On steep slopes with a grade from 12 to 20 percent allow development only where best management practices for erosion and sediment control and storm water management can be implemented successfully.	Ongoing
	6. Promote use of the forestry "best management practices" as minimum standards for logging and encourage forest landowners to enroll in the State's Managed Forest Land Program to promote further value for timber and wildlife.	Ongoing
	7. Encourage and support a buffer zone around public lands to mitigate conflicts between property owners and citizens utilizing public lands for recreation.	Ongoing
ELEMENT	Recommendations	TIMEFRAME
Cultural Resources	1. Maintain an inventory of historic, archaeological and scenic resources. Provide the inventory for reference and discussion before and during consideration of land development proposals.	Ongoing
	2. Encourage private landowners to protect and, if necessary, rehabilitate identified cultural, historic, archeological and scenic resources when specific sites are proposed for development.	Ongoing
	3. Continue to support the Glenwood Area Historical Society in Glenwood City as a local repository for historical materials; also encourage residents to donate items to the historic materials repository that the library maintains.	Ongoing

ELEMENT	Recommendations	TIMEFRAME
Intergovernmental Cooperation	1. Provide a copy of this comprehensive plan to all surrounding local governments and encourage St. Croix County and other interested governmental units to consider this plan's policies and recommendations in making future decisions about land use within or affecting the town.	2011
	2. Work with St. Croix County, adjacent cities, villages and towns; the regional planning commission; and state and federal agencies to identify and resolve actual and potential conflicts between Emerald's Town Plan and other plans through open dialogue, cooperative initiatives, and amendments to the this plan where appropriate.	Ongoing
	3. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.	Ongoing
	4. Pursue the provision of joint services with neighboring municipalities when it will result in better services and/or cost savings.	Ongoing
	5. Work with St. Croix County and state agencies to promote the proper approval process, placement and monitoring of new on-site wastewater systems and water wells, appropriate maintenance and replacement of failing older systems and wells as a means to protect public health and ground water quality.	Ongoing
	6. Discourage "side of the road" development on State and County highways to prevent congestion and preserve rural character	Ongoing
	7. Work with St. Croix County to maintain property to ensure a high-quality living environment within all residential areas and to address violations of applicable land use ordinances on residential, commercial and other properties.	Ongoing
	8. Work with St. Croix Economic Development Corporation to assist in locating potential new agriculture-related businesses.	Ongoing
	9. Encourage St. Croix County to develop programs such as voluntary purchase of development rights, transfer of development rights and purchase of conservation easements to preserve productive farmland.	Ongoing
	10. Work with St. Croix County on the St. Croix County Animal Waste and the Zoning ordinances to improve relationships and operations between large-scale farms and nearby existing residences.	Ongoing
	11. Cooperate with the State Historical Society, St. Croix County, surrounding communities and local agencies on surveys of historic and archeological resources in the town.	Ongoing
ELEMENT	RECOMMENDATIONS	TIMEFRAME
Land Use	1. Review the town's land use plan, land division ordinance and rezoning policies prior to making a recommendation on a rezoning or land division request.	Ongoing
	2. Review the St. Croix County's land use plan and ordinances, including sanitary, land division, nonmetallic mining and zoning prior to making a recommendation on a rezoning, land division or other land use request.	Ongoing
	3. Encourage small-lot residential development of two to 10 acres to promote rural character and protection of agricultural and natural resources.	Ongoing

ELEMENT	Recommendations	TIMEFRAME
	4. Prohibit major subdivisions in Emerald; defined as the creation of five or more lots on the same parcel of land within a five-year period.	Ongoing
	5. Adopt a town land division ordinance to implement the goals, objectives and policies of this plan and regulate the pace and type of development. New mobile home parks and multi-unit dwellings do not fit the town's rural character and should not be allowed.	2012-2014
	6. Develop land use regulations to guide the location of future residential development and protect important features of the natural environment without making existing houses nonconforming whenever possible.	Ongoing
	7. Direct proposed development to areas where soil characteristics are compatible with the proposed development.	Ongoing
	8. Encourage site design that achieves rural character and farmland preservation objectives and ensures that development is safe from saturation, seasonal flooding or ponding.	Ongoing
	9. Review the decision and ordinance to prohibit major subdivisions within 10 years, to determine if it still reflects the position of Emerald's residents.	2018-2020
	10. If at some point, major subdivisions are allowed encourage conservation design development to provide community facilities and services in a cost-effective manner, preserve farmland, protect wildlife habitat or open space and for sites with unique or exceptional natural resources such as surface water, wetlands, steep slopes, or highly productive agricultural soils.	2018-2020
	11. Encourage some additional commercial expansion or new businesses in unincorporated Emerald when available sewer service is utilized.	Ongoing
	12. Support agriculture-compatible uses such as rural storage operations in ag-type structures or to reuse existing ag buildings, direct-farm marketing, farmers' market and greenhouses or nurseries.	Ongoing
	13. Encourage development to locate away from environmentally sensitive areas and productive farm and forest lands.	Ongoing
	14. Preserve and protect natural landscape features such as wetlands, floodplains, streams, lakes, steep slopes, woodlands, prairies and oak savannas as essential components of the hydrologic system, valuable wildlife habitat and focal points of natural beauty and recreation.	Ongoing
	15. Encourage and support projects involving citizens and government or private organizations such as Wisconsin Department of Natural Resources, US Fish & Wildlife Service, Pheasants Forever, etc., to protect waterfowl and wildlife habitat in the Town of Emerald through acquisition. Areas such as the future Klatt-Lyon Wildlife Preserve on Hutton Creek, Upper Willow River wetlands, Emerald Lake, Yankee Pond and Carr Creek wetlands and native prairie sites provide surface and groundwater protection, are open to the public for some open space recreation and hunting activities and will improve and expand scenic amenities for town residents.	Ongoing

PLAN MONITORING, AMENDMENTS, AND UPDATE

The Town of Emerald and Village of Deer Park should regularly evaluate their progress towards achieving the recommendations of their plan and amend and update the plan as appropriate. This section suggests recommended criteria and procedures for monitoring, amending and updating the plan.

PROCEDURES

The town and village should continuously evaluate its decisions on private development proposals, public investments, regulations, incentives and other actions against the recommendations of this plan.

Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the plan is becoming irrelevant or contradictory to emerging policy or trends. Amendments are generally defined as minor changes to the plan maps or text. The plan will be specifically evaluated for potential amendments at least every three years and at most in 10 years. Frequent amendments to accommodate specific development proposals should be avoided or else the plan will become meaningless.

The State comprehensive planning law requires that the community use the same basic process to amend the plan as it used to initially adopt the plan. This does not mean that new surveys need to be conducted. It does mean that the procedures defined under § 66.1001(4) Wis. Stats., need to be followed. The town and village can work with St. Croix County in monitoring the state law for any changes that may clarify the amendment process. Before town or village adoption, any plan amendment should be forwarded to neighboring municipalities and the County for review and comment.



Sunset after a storm in Emerald. Photo by Barbara Nelson.

APPENDIX

RESOLUTION 2008 - 07 - 28

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES FOR THE TOWN OF EMERALD WEST CENTRAL WISCONSIN MULTIJURISDICTIONAL PLANNING PROJECT

- WHEREAS,** the Town of Emerald has decided to prepare a comprehensive plan under the authority and procedures of §62.23 (3) and §66.1001, Wisconsin Statutes; and
- WHEREAS,** §66.1001 (4) (a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures provide for wide distribution of proposed, alternative or amended comprehensive elements, an opportunity for the public to submit written comments on the comprehensive plan, and a process for the local governing body to respond to such comments; and
- WHEREAS,** the Town Board of the Town of Emerald has designated a plan commission for the purposes defined in §62.23 (1), (2), (4) and (5), Wisconsin Statutes; and
- WHEREAS,** the Town of Emerald plan commission has received, reviewed and recommended approval of the *Public Participation Procedures for the West Central Wisconsin Multijurisdictional Planning Project*; and
- WHEREAS,** the agreement between the Town of Emerald and its hired planning consultants will include written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on draft plan materials, and provide mechanisms to respond to such comments in a document called *Public Participation Procedures for the West Central Wisconsin Multijurisdictional Planning Project*; and
- WHEREAS,** the Town of Emerald believes that regular, meaningful public involvement in the West Central Wisconsin Multijurisdictional Planning Project process is important to assure that the resulting plan meets the wishes and expectations of the public.

NOW, THEREFORE BE IT RESOLVED, that the Town Board of the Town of Emerald hereby ordain and resolve as follows: to approve the written procedures included in *Public Participation Procedures for the West Central Wisconsin Multijurisdictional Planning Project* as its public participation procedures meeting the requirements of §66.1001 (4) (a), Wisconsin Statutes.

Dated this 9th day of July, 2008.

x *Henry Hertgen*
Barbara Prussen, Clerk

Public Participation Procedures for the West Central Wisconsin Multijurisdictional Planning Project

INTRODUCTION

§66.1001 (4) (a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, at every stage of comprehensive plan preparation, and that such written procedures provide for wide distribution of proposed, alternative or amended comprehensive elements, an opportunity for the public to submit written comments on the comprehensive plan, and a process for the local governing body to respond to such comments.

THE GOVERNING BODY OF EACH LOCAL GOVERNMENTAL UNIT PARTICIPATING IN THE WEST CENTRAL WISCONSIN MULTIJURISDICTIONAL PLANNING PROJECT RECOGNIZES THE NEED FOR AN OPEN AND ACTIVE PUBLIC PARTICIPATION PROCESS TO FOSTER A STRONG COMMUNITY COMMITMENT TO THE DEVELOPMENT AND IMPLEMENTATION OF A COMPREHENSIVE PLAN TO GUIDE THE COMMUNITY'S FUTURE GROWTH AND DEVELOPMENT. TO ENSURE THAT THE PUBLIC HAS AN OPPORTUNITY TO BE INVOLVED IN EVERY STAGE OF THE PREPARATION OF THE COMPREHENSIVE PLAN, THE PARTICIPANTS IDENTIFY THE FOLLOWING ACTIONS TO PROMOTE AN ACTIVE PUBLIC INVOLVEMENT PROCESS THAT PROVIDES COMPLETE INFORMATION, TIMELY PUBLIC NOTICE, FULL PUBLIC ACCESS TO KEY DECISIONS, AND SUPPORTS EARLY AND CONTINUING INVOLVEMENT OF THE PUBLIC IN DEVELOPING THE PLAN.

PUBLIC PARTICIPATION PROCEDURES

- Each participating local governmental unit shall have a duly appointed Plan Commission pursuant with §66.23 (1) and/or §60.62 (4), Wisconsin Statutes.
- All Plan Commission meetings are open to the public and are officially posted to notify the public as required by law. A period for public comment is provided.
- One Issues and Opportunities Identification workshop where the Plan Commission and the public will participate in a facilitated session to develop and prioritize key issues to be considered in the planning process, explore community values and problems, as well as strengths and weaknesses in being able to address the issues. The workshop is noticed and the public is invited to participate.
- One statistically valid Community Opinion Survey developed with consideration of the Issues and Opportunities Identification workshop outcome.
- One Community Vision and Development Design workshop where the Plan Commission and the public will participate in roundtable discussions, design preference activities and develop a community vision. The workshop is noticed and the public is invited to participate.
- At least one Open House and Information/Education meeting where information about planning activities and plan products will be presented. The meeting is noticed and the public is invited to participate.
- The governmental units of adjacent or overlapping jurisdiction will be notified of the community's undertaking of the preparation of the Comprehensive Plan and their input sought on interjurisdictional issues concerning land use, municipal boundaries and service provision.
- The governing body of the local governmental unit will receive periodic reports from the Plan Commission during the preparation of the plan and will have the opportunity to review and comment on materials developed for incorporation into the Comprehensive Plan.
- Where practicable, provide information about planning activities and plan outcomes on an Internet website. (WCWRPC will assist participants lacking such resources)
- All meetings of the governing body of the local governmental unit are open to the public and are officially posted to notify the public as required by law.
- Draft copies of the recommended Comprehensive Plan will be available at offices of the local governmental unit and other public places for the public to review and to submit written comments.

- A joint Plan Commission and governing body Public Hearing will be conducted on the recommended Comprehensive Plan prior to Plan Commission recommendation and the governing body enacting the plan by ordinance. The Public Hearing will be preceded by Class 1 notice under Chapter 985, Wisconsin Statutes, published at least 30 days before the hearing is held. Additional notice will be provided pursuant to §66.1001 (4) (e), Wisconsin Statutes. The public is invited to comment and submit written comments.
- The governing body will consider and respond to written comments regarding the plan before enacting it by ordinance.
- The adopted comprehensive plan will be distributed to:
 1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
 2. The clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
 3. The Wisconsin Land Council.
 4. The Wisconsin Department of Administration.
 5. The West Central Wisconsin Regional Planning Commission.
 6. The public library that serves the area in which the local governmental unit is located.